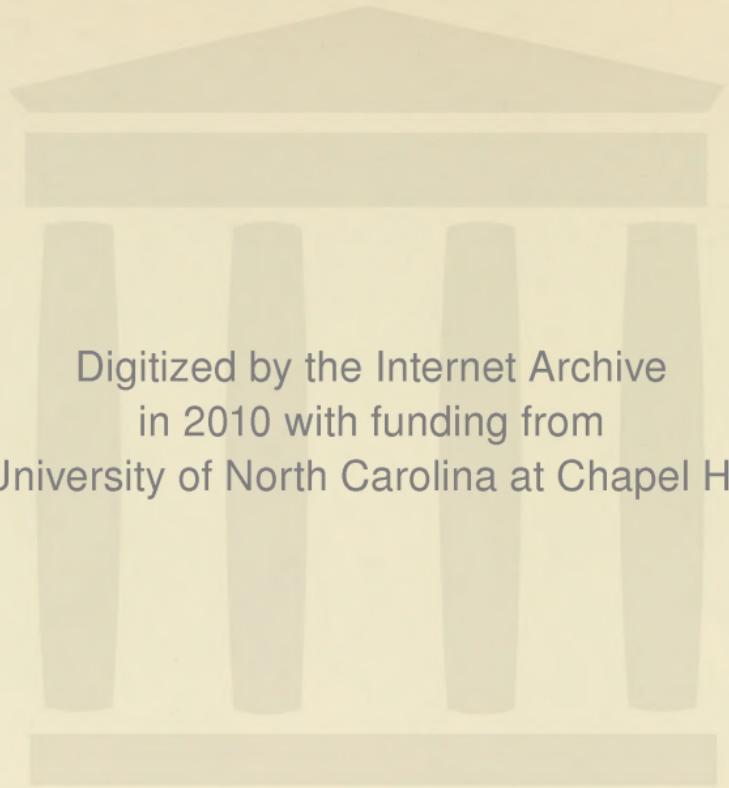


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# NEIGHBORHOOD ANALYSIS

# BURLINGTON, N.C.



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NEIGHBORHOOD ANALYSIS

BURLINGTON, NORTH CAROLINA

City Planning and Architectural Associates

201 East Rosemary Street

Chapel Hill, North Carolina

September, 1963

The preparation of this report was financially aided through a Federal grant from the Urban Renewal Administration of the Housing and Home Finance Agency, under the Urban Planning Assistance Program authorized by Section 701 of the Housing Act of 1954, as amended.



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## CONTENTS

	<u>Page</u>
<b>Part I - General .....</b>	<b>1</b>
Introduction .....	3
Nature of Blight .....	10
The Causes of Blight .....	12
<b>Part II - Analysis of City On A Neighborhood Basis .....</b>	<b>18</b>
Structural Conditions .....	19
Residential Construction .....	20
Condition of Housing .....	22
Inadequate Utilities .....	25
Outside Toilets .....	28
Environmental Conditions .....	31
Mixed Land Use .....	32
Major Fires .....	34
Street Conditions .....	36
Substandard Street Rights-of-Way .....	38
Pedestrian Accidents .....	40
Schools and Recreation Areas .....	42
Social-Economic Conditions .....	47
Average Residential Rents .....	48
Major Crimes - By Residence of Offender .....	50
Major Crimes - By Place of Crime .....	52
Juvenile Delinquency .....	54
Needy and Public Assistance Cases .....	56
Tuberculosis .....	58
Infant Mortality .....	60
Illegitimate Births .....	62
Venereal Disease .....	64



	<u>Page</u>
Part III - Analysis and Ranking of Neighborhoods.....	67
Part IV - Conclusion.....	89



Part I - General



## INTRODUCTION

This Neighborhood Analysis is designed to evaluate the overall human environment of Burlington. It deals with the social and economic characteristics as well as the physical surroundings of the city. The purpose of this study is to determine how well the various sections of the city are providing a suitable living environment for their residents.

The entire Burlington Planning Area has been divided into 34 Planning Districts, smaller areas which can be more intensively investigated. These sub-areas were created to delineate reasonably homogenous neighborhoods with common social and physical characteristics. Planning Districts 1 through 18 comprise the incorporated City of Burlington which is the geographical limit of this study. For the purpose of this report, these planning districts will be designated as "neighborhoods."

The first section of this report deals with a general discussion of the nature and characteristics of "blight." The term "blight" has several dictionary definitions, including: "any cause of destruction, ruin, or frustration" and, "to cause to wither or decay." Within the context of this report, "blight" is used with reference to social as well as physical conditions in Burlington.

Part II, following this general discussion of blight, contains the actual neighborhood analysis of Burlington. This section presents the findings of the survey conducted for each of the eighteen neighborhoods. Each indicator of blight is plotted graphically on a separate map. This major section is divided into three sub-sections dealing with structural, environmental and socio-economic conditions. There is a statistical summary at the end of each sub-section indicating the relative and absolute occurrence of each blighting factor in each neighborhood.

The last section of this study gives a brief description and summary of each

neighborhood with reference to the Neighborhood Analysis. An attempt was made to give a relative "rank" to each neighborhood. This ranking rated the neighborhoods from those found to be stable, with few indicators of blight, to those in serious trouble with many recurring indicators of blight. A recommended plan of action is suggested for each neighborhood in order to maintain the desirable characteristics and eliminate the undesirable elements.

Two reports published earlier on the population and economy and existing land use give a detailed account of existing as well as past land use trends in Burlington. These studies also describe the development of the City's economy and its population growth and characteristics. Much of the information in these reports was statistically displayed by the same districts or neighborhoods reported herein. Some of the data has been carried over into this report.

As a general reference, the eighteen neighborhoods in Burlington are shown on Map 1. A statistical summary of the 1962 population and area characteristics is presented for each neighborhood in Table 1. The table is self-explanatory. As might be expected, the most intensively developed areas, as well as those with the largest populations, are generally the older neighborhoods near the center of the city.

# NEIGHBORHOODS

MAP 1

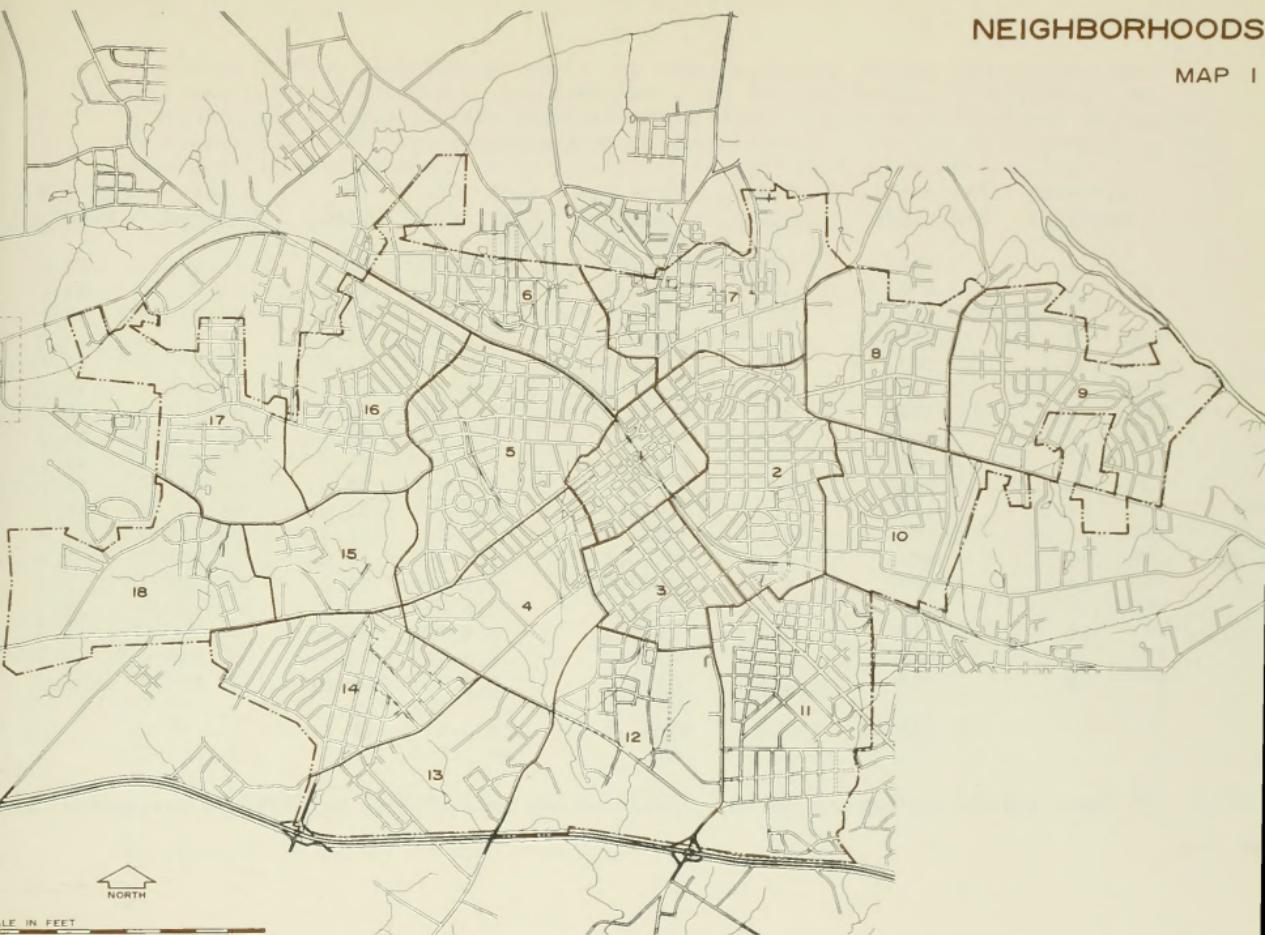


TABLE 1  
1962 POPULATION AND AREA  
CITY OF BURLINGTON

<u>Planning District</u>	<u>Estimated Pop. 1962</u>	<u>% of Tot. City Pop.</u>	<u>Area (In Acres)</u>	<u>% of Tot. City Area</u>	<u>% Dvlpd.</u>	<u>% Res. of Dvlpd.</u>	<u>Net. Pop. Density*</u>
1	1,230	3.5	222.5	2.5	91.4	23.6	25.6
2	4,100	11.7	570.7	6.4	83.4	61.4	14.0
3	2,450	7.0	275.1	3.1	93.7	64.5	14.6
4	1,240	3.5	486.8	5.5	54.6	32.7	14.2
5	3,780	10.8	611.2	6.9	85.8	66.0	11.0
6	2,390	6.8	471.7	5.3	59.5	70.4	12.1
7	3,370	9.6	504.7	5.7	55.8	59.0	20.2
8	1,310	3.7	413.7	4.7	60.9	44.0	11.8
9	2,660	7.6	677.0	7.7	49.0	65.6	12.2
10	1,750	5.0	446.9	5.1	83.0	35.0	13.5
11	3,330	9.5	728.7	8.2	67.8	66.5	10.2
12	1,170	3.3	632.0	7.1	33.7	53.2	10.4
13	840	2.4	462.4	5.2	32.5	77.0	7.3
14	1,780	5.1	482.0	5.5	73.2	68.3	7.4
15	220	0.8	318.0	3.6	27.0	59.4	4.3
16	2,210	6.3	478.0	5.4	57.3	65.3	12.3
17	430	1.2	509.0	5.8	23.8	43.0	8.3
18	770	2.2	560.0	6.3	36.6	64.4	5.8
	35,030	100.0	8,850.4	100.0			

\*Net Population Density is the population per acre of land actually in residential use.

Table 2 gives some insight as to the characteristics of the population. The city population is divided by age group and race for the years 1950 and 1960. It is significant to note that while both the white and non-white populations increased, the relative increase was greater for the white segment. The non-white portion of the total population declined from 11.7 per cent in 1950 to 9.9 per cent in 1960.

TABLE 2  
CITY OF BURLINGTON  
AGE GROUP AND RACE 1950-1960

Age Group	White		Non-White	
	<u>1950</u>	<u>1960</u>	<u>1950</u>	<u>1960</u>
0-4	2,514	3,381	376	424
5-9	1,762	3,058	252	370
10-14	1,424	2,752	243	353
15-19	1,487	2,009	249	254
20-24	1,938	1,993	281	224
25-29	2,359	2,353	264	194
30-34	2,120	2,512	253	206
35-39	1,950	2,494	249	241
40-44	1,569	2,144	188	213
45-49	1,248	1,840	149	196
50-54	952	1,588	97	159
55-59	717	1,240	81	162
60-64	584	837	64	92
65-69	450	638	51	79
70-74	302	499	29	48
75+	323	596	35	50
TOTAL	21,699	88.3%	29,934	90.1%
			2,861	11.7%
				3,265 9.9%

Source: U. S. Bureau of the Census

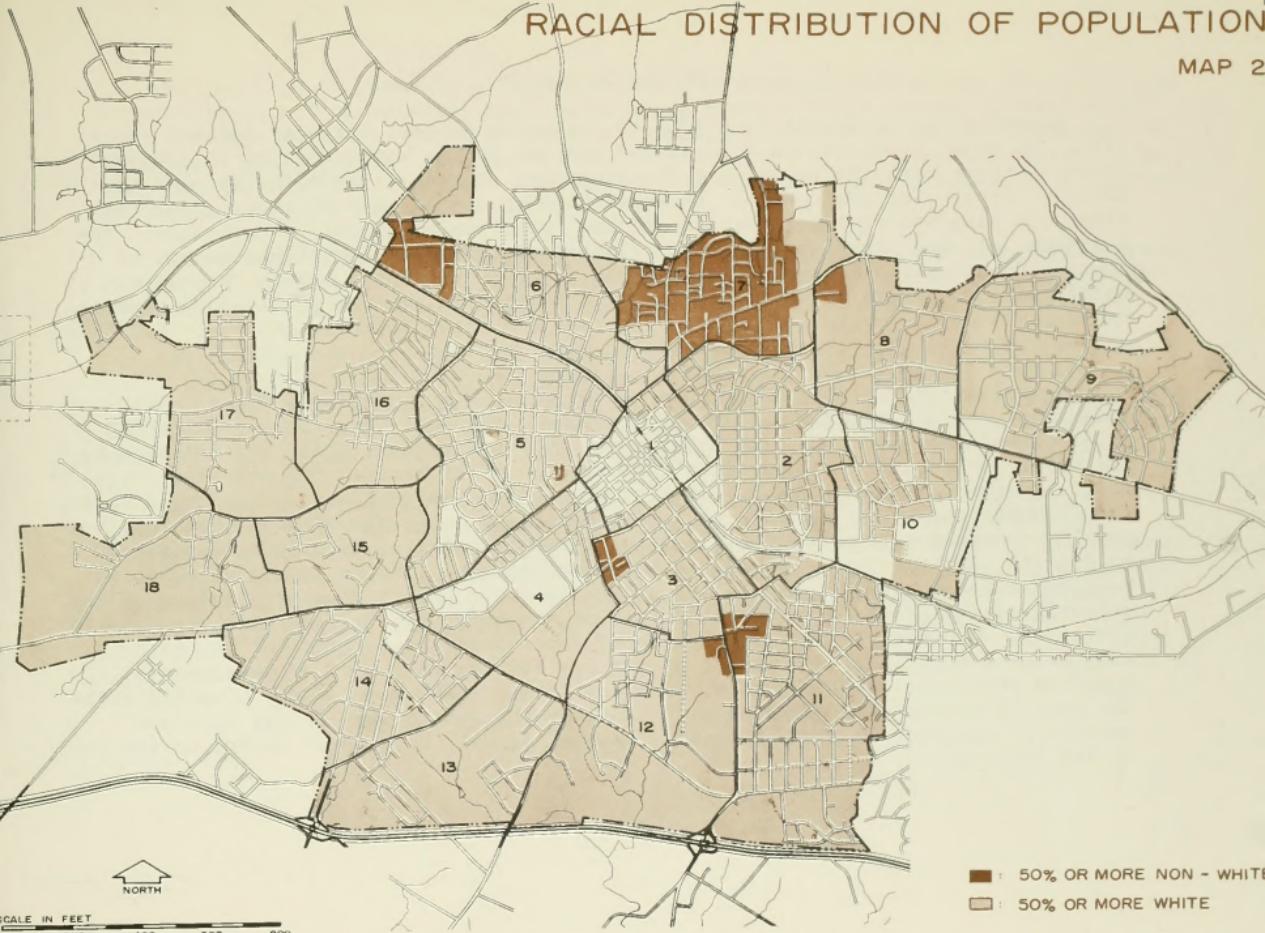
Map 2 graphically illustrates the areas within the city where the majority of the population was either white or non-white. The non-white areas have generally remained concentrated within a few neighborhoods. These neighborhoods are:

Morrow Town	Neighborhood 3
Glen Raven	Neighborhood 6
Richmond Hill	Neighborhood 7
Petersburg	Neighborhoods 11 and 12

Other characteristics of Burlington's population are found in greater detail in the report Population and Economy, Burlington, North Carolina, but the above gives a general frame of reference for the work to follow.

# RACIAL DISTRIBUTION OF POPULATION

MAP 2



SCALE IN FEET  
0 200 400 600 800



## NATURE OF BLIGHT

Almost everyone has his own idea of "slums" and where they are located in his city. To some, they are the dilapidated housing on the wrong side of the railroad track. Others cite the vacant and deteriorating stores in the older section of the downtown area. For most people, fortunate enough not to live in these areas, the slums are like bad dreams to be ignored and forgotten as quickly as possible. The attitude, all too prevalent, is that blighted areas are an inevitable aspect of urban life because "some people make slums and we will always have such people." Unfortunately, blight is not a neat package limited to certain sections of town or certain groups of people. Symptoms of blight are often found in the so-called "best" neighborhoods as well as those considered to be slums.

Regardless of whether one wishes to recognize his community's slums, each individual and the general public pay a price for these blighted areas. Blighted neighborhoods are poor training grounds for future citizens. This is indicated by the disproportionate share of social disorder in these areas. The more seriously blighted areas almost always have a higher than average incidence of crime, disease, broken homes and other evidence of social deterioration. These social problems are usually combined with a poor physical environment including deteriorated housing, inadequate utilities, and crowded building conditions. The governmental costs to provide services to such an area are naturally quite high. However, because of the generally deteriorated physical condition of the area, the tax revenues are usually quite low. Obviously, under our system of government, every group of people or section of a municipality does not always pay for the full cost of governmental services received. Some pay more, some pay less. However, in these blighted areas the cost of services received is all out of proportion to the low tax revenues produced, resulting in a substantial financial as well as a moral burden on the rest of the community.

Blight is most commonly associated with poor housing conditions. Of course the structures do not necessarily have to be homes since rundown stores, factories and the like also represent cases of blight. Structural deterioration and dilapidation range from peeling paint, which may only indicate the lack of minor maintenance, to the stereotyped slum conditions such as sagging walls, crumbling foundations, privies and missing windows and doors.

Structural dilapidation and the associated conditions are recognized as symptoms of blight. However, it over-simplifies the problem, and is erroneous, to place the entire blame for slum areas on neglect and carelessness in physical maintenance.

It is impossible to say that there is any one cause of blight. Like a piece of cloth, each fiber alone is almost negligible, yet when viewed in its entirety the cloth is either of a good or poor quality. In applying this analogy to blight, there are numerous "causes" which are present in every city, yet only when combined in a unique manner do they act as the catalytic agent for blight and deterioration.

In many cities, blight spreads outward from the older portions as the central business district and surrounding areas deteriorate. However, this is not the situation in Burlington. There are vacant and deteriorated buildings in the central business district, but this is not the most blighted area in the city. In addition, the majority of the residential areas surrounding the CBD are composed of older homes, but in general, they have been kept in relatively good condition.

## THE CAUSES OF BLIGHT

The following items are some of the factors believed to be instrumental in bringing about blighted conditions. These factors are considered to be significant in the origin and perpetuation of blight although they do not all operate at the same stage in the development of a blighted area.

Inadequate Building Construction. Some of the old mill homes in Burlington were designed for another era and are not functionally adequate today. These houses are obvious examples of obsolete construction. However, many other buildings, even some built recently, have been haphazardly constructed with inferior materials. Quite often these houses are sadly lacking in any kind of adequate design to enhance the comfort and welfare of the occupants. This type of building, even when relatively new, tends to deteriorate rapidly. The short-sighted view taken by those who construct this type of building is detrimental to the city as a whole as well as the occupants of these structures.

Absentee Ownership. While absentee ownership as such does not necessarily cause blight, the opportunity is greater than in the case of an owner-occupied building. Since this type of owner does not have daily contact with his property it may fall into a state of disrepair with which the owner is not discomfited, or perhaps the occupant is not immediately concerned. Changing conditions within the neighborhood may be of less concern to the owner than if he were living in the area. A high rate of tenant turnover usually results in this type of property deteriorating much more rapidly than owner-occupied buildings. If the owner only wishes to obtain the maximum return from the property, selling it when it is fully depreciated, the buildings will naturally suffer from lack of maintenance. Again, this is not limited to the absentee owner, but it is more likely to develop in this situation rather than in an owner-occupied building.

Improper Land Development. Misusing land can cause blight in several ways. The land can be so intensively developed with buildings and streets that parks and open space are non-existent. This results in a very substandard environment providing few of the amenities for urban living.

Conflict between incompatible uses of the land can lead to blighted conditions. The often cited situation of a slaughter house adjacent to a residential area is an obvious and extreme example. There are other situations which may lead to blighting conditions although in a more subtle manner. For example, a small business may be established in a residential neighborhood. At first the business may be welcomed or at least encounter little opposition because of the convenience offered by its operation. At this point the business may be a desirable part of the neighborhood. However, because of increased business or desire to serve a larger area, the business may wish to expand. Once this point is reached there is usually no turning back. If the expansion is successful, other non-residential establishments may want to locate in the same general area. Traffic congestion will increase, the noise level will go up and the general environment will change for the residential neighborhood. Unfortunately, the area will not change immediately, or entirely, from a residential to a business section. The intermixture of land uses usually leads to a deterioration of the residential buildings through lack of maintenance as the owners wait for their property to be acquired at business prices. Sometimes this is a long time coming. In the meantime the area takes on more and more characteristics of a blighted section.

Premature land development quite often leads to the incorrect use of land and blighted conditions. Consider a large tract of vacant land that is ideally situated for future industrial use. After waiting for industry the owner decides to obtain some return from the land by subdividing and selling the road frontage for houses. In most cases this effectively pre-empts the remainder of the tract from any good industrial development. Possibly the best solution at this point would be to develop

the entire tract as a residential subdivision. Unfortunately, because of the original intent to obtain industrial development or other reasons, a mixture of residential and non-residential uses may be put on the land. The development is often of a marginal character with vacant lots scattered throughout. This unsatisfactory development pattern then leads to a blighted area, basically because the incorrect land use was originally established before the time was ripe for the suitable land use.

Conversions of Residential Structures. Residential conversions (the altering of a residential structure to obtain additional dwelling units, usually without expansion or alteration of the exterior structure) increase the population density in terms of land devoted to residential use as well as floor space. Taken to the extreme, this leads to overcrowding with its attendant health and social problems.

Quite often residential conversions are made with unsatisfactory interior design and inadequate provisions for privacy. A building of sound construction, having all the necessary original basic facilities, could be seriously substandard. Too often the conversions include no alteration of these basic facilities, leaving the dwelling units inadequately served, and sometimes lacking running water, toilet and bath facilities. Conditions might even reach the point where fresh air and sunlight are seriously restricted from reaching the interior of some dwelling units. All of these substandard features quickly bring about a blighted condition for the structure in question and may easily lead to a blighting effect on the surrounding neighborhood.

Lack of Public Utilities. In the outlying areas of many cities there are pockets of blight in an otherwise generally good section of the city. Quite often these blighted areas are directly or indirectly the result of inadequate municipal facilities. Poor drainage, unpaved or narrow streets, or the absence of sanitary sewer or water lines can create a very unsatisfactory physical environment. In some cases this is only a temporary situation while the area is being developed. In other instances, little if anything is done to correct deficiencies. Unfortunately, even when the municipality

installs such items as water and sewer lines some property owners do not avail themselves of the facilities, thus perpetuating the generally unsatisfactory conditions.

Traffic Congestion. Residential and commercial blight is often found along major transportation routes in various sections of a city. It might be assumed that major transportation systems in themselves are a nuisance and hazard factor causing blight. However, not all residential and commercial areas bordering these routes are blighted, therefore, there must be other factors involved.

Inadequate space crowds the bordering uses into the complex of noise, grime and confusion of the transportation facility. Inadequate space includes insufficient setbacks, lack of off-street parking, substandard lot size or a generally overbuilt site condition. If this was the only way to develop a major street, it might be possible that blight would not be so severe. However, a more suitable method is available for business establishments in the shopping center type developments. In addition, residential areas bordering major streets may be protected somewhat from the traffic nuisance through adequate setbacks and proper subdivision design. With these alternatives open to commercial and residential development, it is often the more marginal operations that attempt to crowd the frontage of a major street. The use of the land often changes on many lots until the area is neither residential nor commercial, but a very unsatisfactory mixture of both. Traffic problems are usually compounded by the conflicts between vehicles moving along the street and those entering and leaving the various commercial establishments. The more congested the traffic, the less suitable this type of adjacent development becomes, thereby leading to the blighted conditions.

Inadequate Codes and Ordinances. The implementation and effective administration of sound municipal codes and ordinances are of primary importance in the prevention and minimizing of blighted conditions. A default in municipal responsibility in this area,

past or present, indicates one of the major underlying causes of urban blight. Examples can be drawn from two codes most directly affecting planning. Failure of the zoning ordinance to provide a compatible arrangement of land uses leads to the problems cited above regarding improper land development. The failure of the subdivision ordinance to adequately control the platting of land has produced impractical layouts of lots and streets and has allowed the subdivision of marginal land. In addition, even if the codes and ordinances are carefully formulated, lack of effective administration will render them useless toward preventing blight.

Apathy. A lack of concern toward slums and the environment in which they develop is one of the serious elements promoting the spread of blight. For the most part, overbuilding the land, substandard residential conversions and improper land development preceeded official city planning and code enforcement programs. The failure to realize the implications of what was taking place may be charged against an earlier era. However, the present responsibility is to learn from these mistakes and take action to correct them. Recognition of the existence of blighted conditions as well as their effect on the city's environment is the first step toward eliminating these undesirable conditions. This is one of the primary objectives of this Neighborhood Analysis.

Using the information above concerning the causes of blight, a working guide was established to apply the general statements to Burlington's situation. The following items are those symptoms which individually or in combination may characterize a blighted area:

<u>Economic Characteristics</u>	Low rents
<u>Housing Characteristics</u>	Structural decay Lack of new construction Inadequate plumbing and utilities Existence of outside toilets
<u>Population Congestion</u>	High population density Imbalanced racial distribution
<u>Environment Characteristics</u>	Mixed land use Unpaved streets Substandard street rights-of-way Pedestrian accidents High rate of major fires
<u>Community Facilities</u>	Inadequate schools Inadequate recreation facilities
<u>Social Characteristics</u>	Major crimes - by occurrence Major crimes - by residence of offender Juvenile delinquency Needy and public assistance cases Tuberculosis Illegitimacy Venereal disease

An investigation has been made to determine the extent these various symptoms of blight are found in the various sections of Burlington. The findings are reported in the following section.

PART II - Analysis of City on A Neighborhood Basis

# STRUCTURAL CONDITIONS

RESIDENTIAL CONSTRUCTION

CONDITION OF HOUSING

INADEQUATE UTILITIES

OUTSIDE TOILETS

## RESIDENTIAL CONSTRUCTION

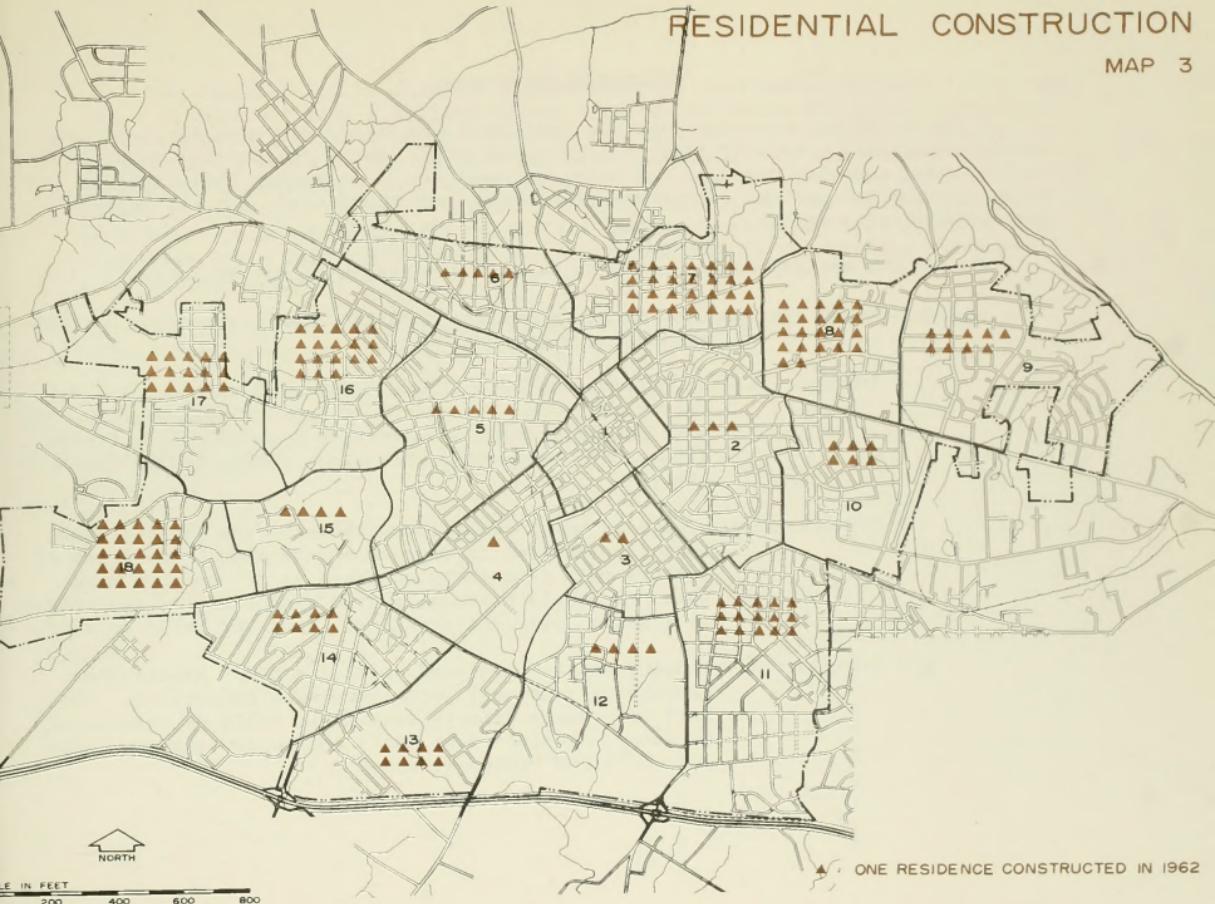
Each triangular symbol on the map opposite represents one residential dwelling constructed during 1962. The symbols, not placed by specific address, show the number of units constructed within each neighborhood. Neighborhood 7 had the largest percentage (15.8) of the 177 residential units constructed during 1962. This is somewhat of a surprise since the majority of existing homes in this neighborhood are either dilapidated or deteriorating.

New residential construction occurred in every neighborhood except Number 1. This is not unusual since the Central Business Area is the most highly commercialized area of the city and there is but a limited amount of vacant land available for additional residential construction.

The prevailing trend has been for most new residential construction to take place in the western part of the City. More specifically, Neighborhoods 13, 14, 15, 16, 17 and 18 accounted for 44 percent of all new homes built in 1962.

# RESIDENTIAL CONSTRUCTION

MAP 3



## CONDITION OF HOUSING

A survey of all housing units was performed simultaneously with the land use survey during the winter of 1962 and spring of 1963. Every residential structure was assigned a rating based on the external appearance. A survey including the interior condition of each structure would have been beneficial, but was beyond the scope of this report.

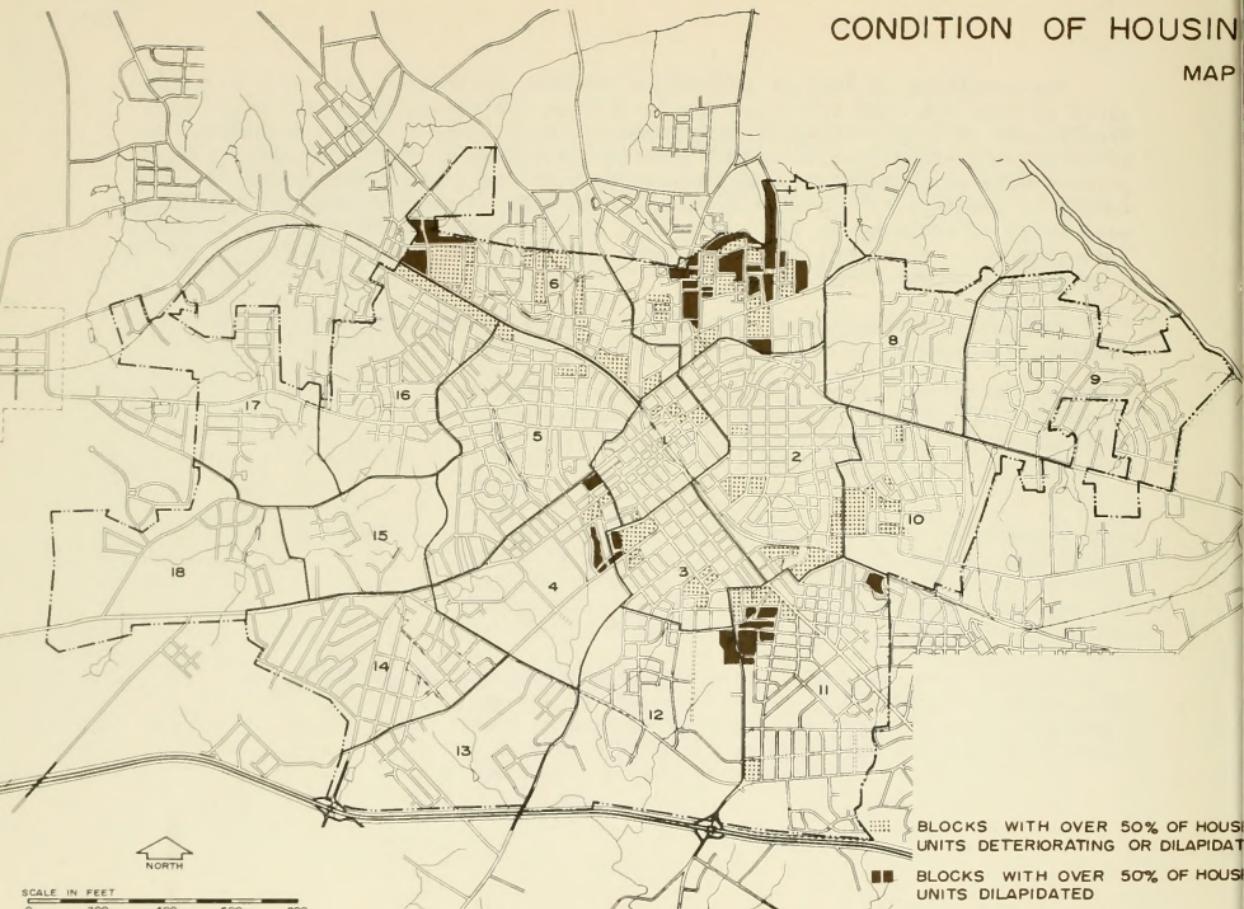
The rating system used to classify each residential unit was as follows:

- A - Above Average Condition - excellent condition and maintenance of both building and grounds.
- B - Average - has no defects, or only slight defects which are normally corrected during the course of regular maintenance. The most commonly found defects were lack of paint, broken gutters or downspouts, and slight damage to the porch or steps.
- C - Deteriorating - housing units requiring more extensive repairs than normally required in regular maintenance. The types of defects most frequently observed in "C" housing were shaky or unsafe porches, rotted window sills, and cracks or missing materials over small areas of walls or roof.
- D - Dilapidated - housing units considered unfit for human habitation because of extremely poor structural conditions. The most noticeable defects were large holes or absence of building materials from walls and roofs, sagging walls and roofs and broken windows.

The condition of housing is perhaps the most noticeable indicator of blight since it does not take a trained eye to observe the nonaesthetic and unpleasant connotation of a poor house or neighborhood. Burlington's supply of housing is in relatively sound condition (81.2 percent classified A or B). However, 13.6 percent were classified as deteriorating by both the field survey and U. S. Census of Housing. It is interesting to note that 45 percent of the housing units were built in or prior to 1939, with 21.3 percent more structures added in the 1940-1949 era. This indicates that about two-thirds of the housing units are over fifteen years of age.

The map on the following page illustrates the location of dilapidated or deteriorated housing units at the time of the survey.

# CONDITION OF HOUSING MAP



## INADEQUATE UTILITIES

The areas in Burlington considered to have inadequate public utilities and/or plumbing facilities are shown on the following map. While all of the blocks having inadequate plumbing are shown in the same manner, the degree of inadequacy varies greatly.

More specifically the deficiencies were reported to exist in the Neighborhoods as follows:

Neighborhood 6 - Due to the absence of city water and sanitary sewerage facilities in the Cadiz Street vicinity, the area was rated inadequate.

Neighborhood 7 - Conditions range from no interior plumbing in the western part of this neighborhood to areas where there are outdoor toilets and wells. Some sections have only the absolute minimum in plumbing while others, as the area east of Ross Street, are beginning to get city water and sewer service.

Neighborhood 11 - The two small substandard pockets in this neighborhood exist because residents have not installed interior plumbing although there is city water and sewer service throughout the entire neighborhood.

Neighborhood 12 - The small area considered inadequate is adjacent to the trouble spot in Neighborhood 11 and similarly lacks interior plumbing fixtures rather than accessibility to the city water and sewer system.

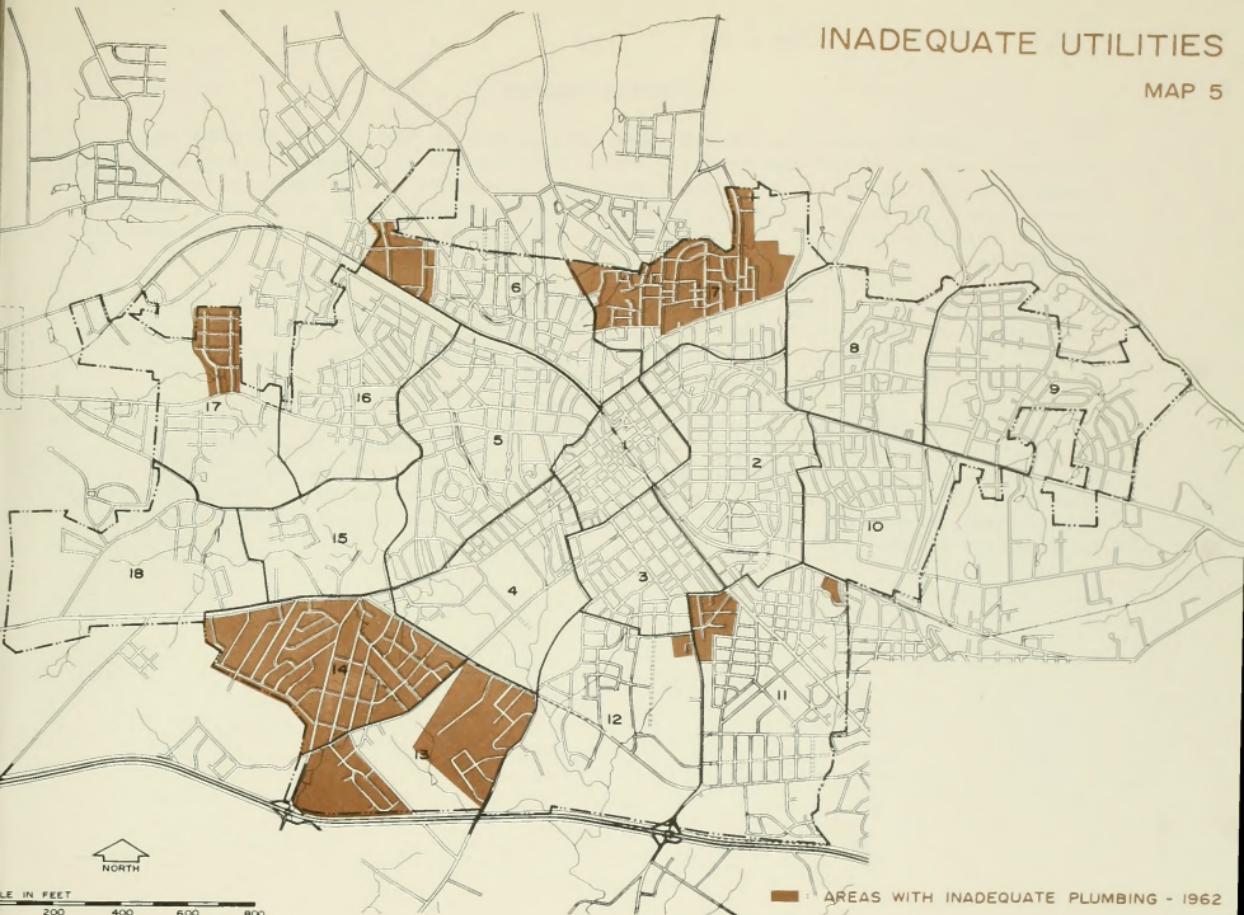
Neighborhood 13 - This area is now getting city water and sewer service which will replace the septic tank systems and outdoor toilets considered inadequate.

Neighborhood 14 - Due to the fact that this neighborhood is served by septic tanks - a method of sanitary waste removal considered temporary and inadequate by local and county health officials - it was shown as being inadequate. However, all homes in this area should be tied into the city water and sewer system by 1964, at which time the reasons for inadequacy should be eliminated.

Neighborhood 17 - Again, because of septic tank removal of sanitary waste the area was considered inadequate. With the extension of the city water and sewer lines in 1963, this condition will be corrected.

# INADEQUATE UTILITIES

MAP 5



## OUTSIDE TOILETS

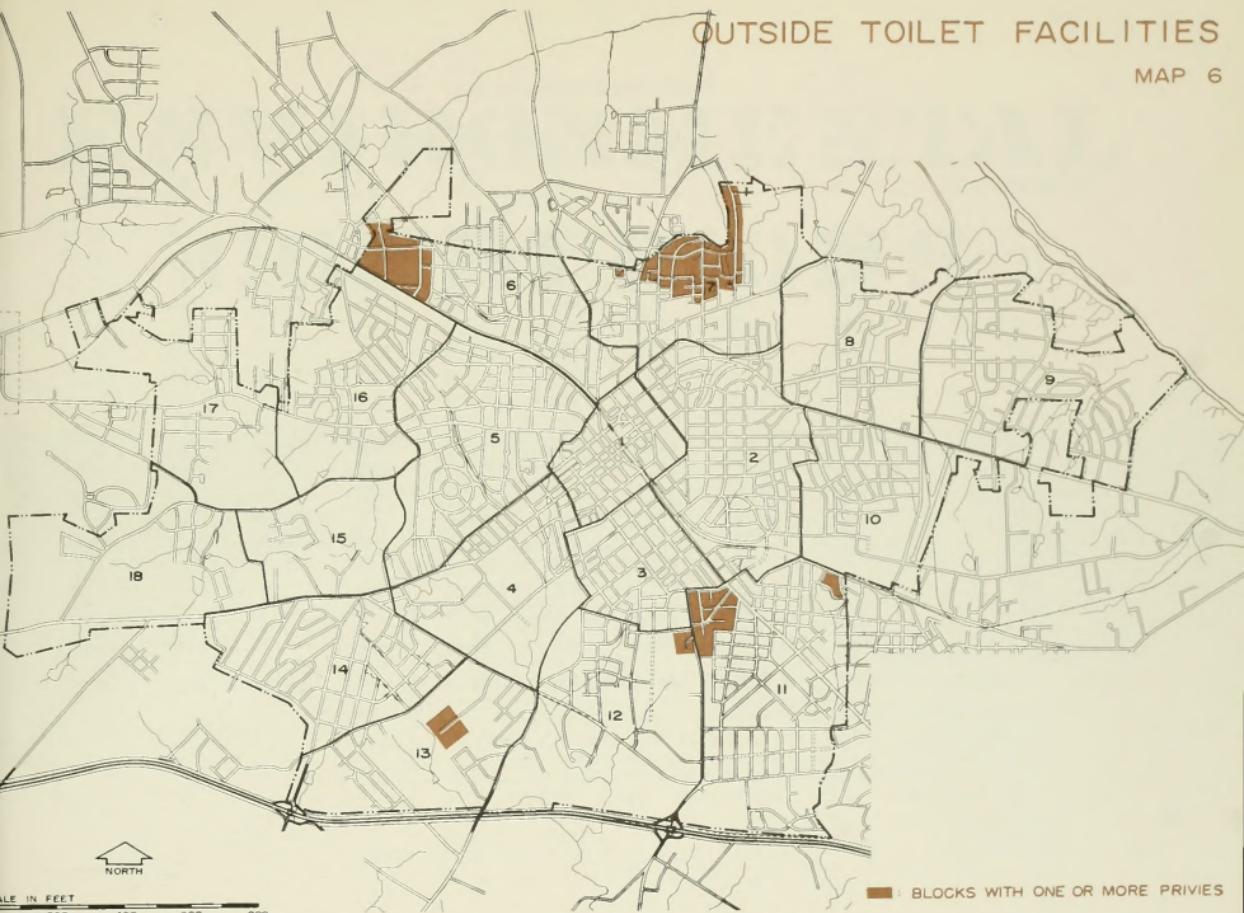
An extremely hazardous health condition exists in the use of privies in urbanized areas. While the majority of Burlington has an adequate means of sanitary sewage removal, there are, however, several areas where the waste is disposed of in pit privies. As to be expected, these areas have proven to be a constant source of trouble for both the city and county health officials as well as for the residents themselves.

According to the 1960 U. S. Census of Housing there were 339 housing units or 3.2 percent of the total units in Burlington which had "other toilet facilities or none." This classification included privies, chemical toilets, or outside flush toilets and units with no toilet facilities.

The map showing the location of blocks having one or more privies was compiled after a field survey and with the cooperation of the Plumbing Inspector. The detrimental effect which privies have on both the health and appearance of a community is certainly one of the indices of blight. Reference to the Condition of Housing map on page 24 will show the correlation between privies, deteriorated housing and blight.

# OUTSIDE TOILET FACILITIES

MAP 6



## STRUCTURAL CONDITIONS

Neighborhood	No. of D.U.'s	Condition of Housing							
		A		B		C		D	
		#	%	#	%	#	%	#	%
1	394	-	-	304	77.0	82	20.8	8	2.2
2	1,345	89	6.6	1,023	76.2	209	15.5	24	1.7
3	782	32	4.1	500	64.0	216	27.6	34	4.3
4	402	22	5.5	285	70.8	60	14.9	35	8.8
5	1,196	188	15.7	910	76.0	95	7.9	3	0.4
6	702	25	3.5	414	59.0	198	28.2	65	9.3
7	872	72	8.3	239	27.3	291	33.4	270	31.0
8	381	162	42.5	208	54.6	11	2.9	-	-
9	770	530	68.7	240	31.3	-	-	-	-
10	570	65	11.2	364	64.0	128	22.4	13	2.3
11	1,079	110	10.2	765	71.0	125	11.5	79	7.3
12	374	162	43.6	177	47.2	12	3.2	23	6.0
13	267	141	53.0	124	46.8	2	0.2	-	-
14	562	206	36.6	345	61.2	8	1.6	3	0.6
15	71	56	78.5	10	14.3	5	7.2	-	-
16	711	199	28.0	483	68.0	26	3.6	3	0.4
17	140	113	80.5	20	14.8	7	4.7	-	-
18	257	216	84.0	37	14.4	2	0.8	2	0.8
TOTAL	10,875	2,388	21.9	6,448	59.3	1,477	13.6	562	5.2

# ENVIRONMENTAL CONDITIONS

MIXED LAND USE

MAJOR FIRES

UNPAVED STREETS

SUBSTANDARD STREET RIGHTS-OF-WAY

PEDESTRIAN ACCIDENTS

SCHOOLS AND RECREATION AREAS

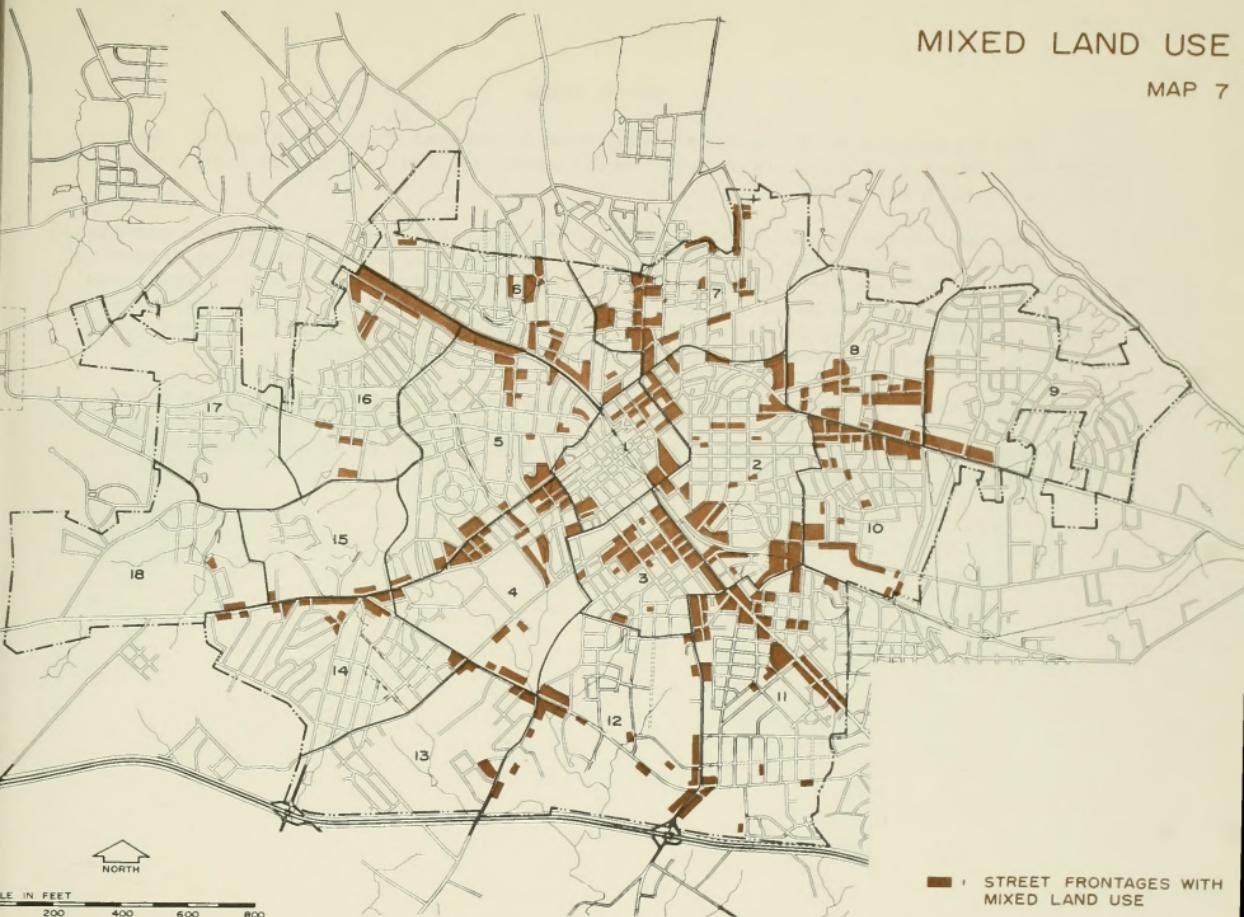
## MIXED LAND USE

In most cases, when industrial and commercial uses are found intermixed with residences-traffic congestion, noise, air and water pollution, along with other health and safety hazards, are also present. However, in many areas a grocery store or "light-industrial" use will not be detrimental and, indeed, may even be an asset. In Burlington there are many small textile operations found in basements, garages, and converted stores, which in some cases are accepted by the neighbors while in other areas they are regarded as nuisances.

The map on the opposite page was made from information obtained at the time of the land use survey. Rather than shade in completely every residential block on which a commercial or industrial use was present, it was decided to shade street frontages in the majority of cases unless the blocks were small. Hence, whether a use was a small convenience type operation or whether it was a huge industrial operation, it was shaded in and is shown on the map.

The map shows where mixed land uses occur in residential areas because more often than not the relationship between various uses is mutually undesirable. The extent and severity of the damage attributed to business establishments varies greatly with the types, sizes and locations of these functions within the neighborhood. Generally, homes decline in value; an unusually large number of vacancies appear; and the entire neighborhood takes on the stereotyped physical characteristics of blight.

MIXED LAND USE  
MAP 7



## MAJOR FIRES

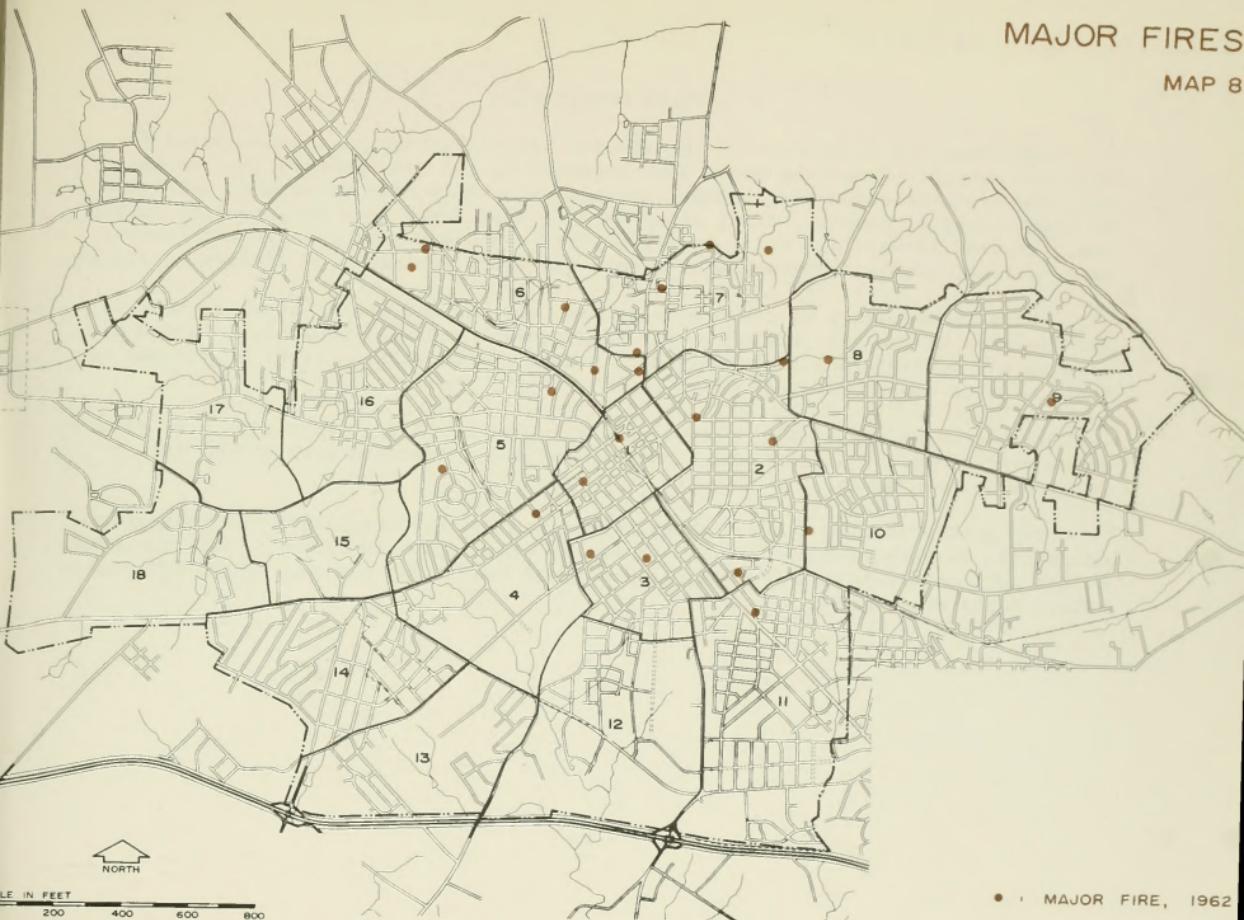
The Burlington Fire Department responds to several fire calls daily. However, for the purposes of this report only major fires or those which involved a loss of \$1,000 or more are shown.

The map on the opposite page shows where major fires of residential, commercial and industrial structures occurred in 1962. It reveals that these fires tended to be in the oldest and/or blighted areas of the city. The major cause of the fires, when known, tended to be attributed to faulty construction and wiring, dangerous and unreliable heating devices so common in blighted or deteriorating areas, over-loading of electrical outlets and often just plain carelessness.

There were 24 fires in 1962 that are shown on the map. Neighborhood 6 accounted for 25 percent of these major fires. In most cases the loss of \$1,000 in a blighted area represents a much greater hardship than the loss of an equal amount from a neighborhood which has higher value property.

# MAJOR FIRES

MAP 8



## STREET CONDITIONS

Approximately 25 percent of the streets within Burlington are not paved for various reasons. Some have never been accepted by the city because they do not meet the required standards. Others are old and simply have never been paved due to limitations of budget. Still other streets have never been dedicated to public use. Unpaved streets are dusty in dry weather and muddy during inclement weather causing considerable inconvenience to both users and residents of adjacent buildings.

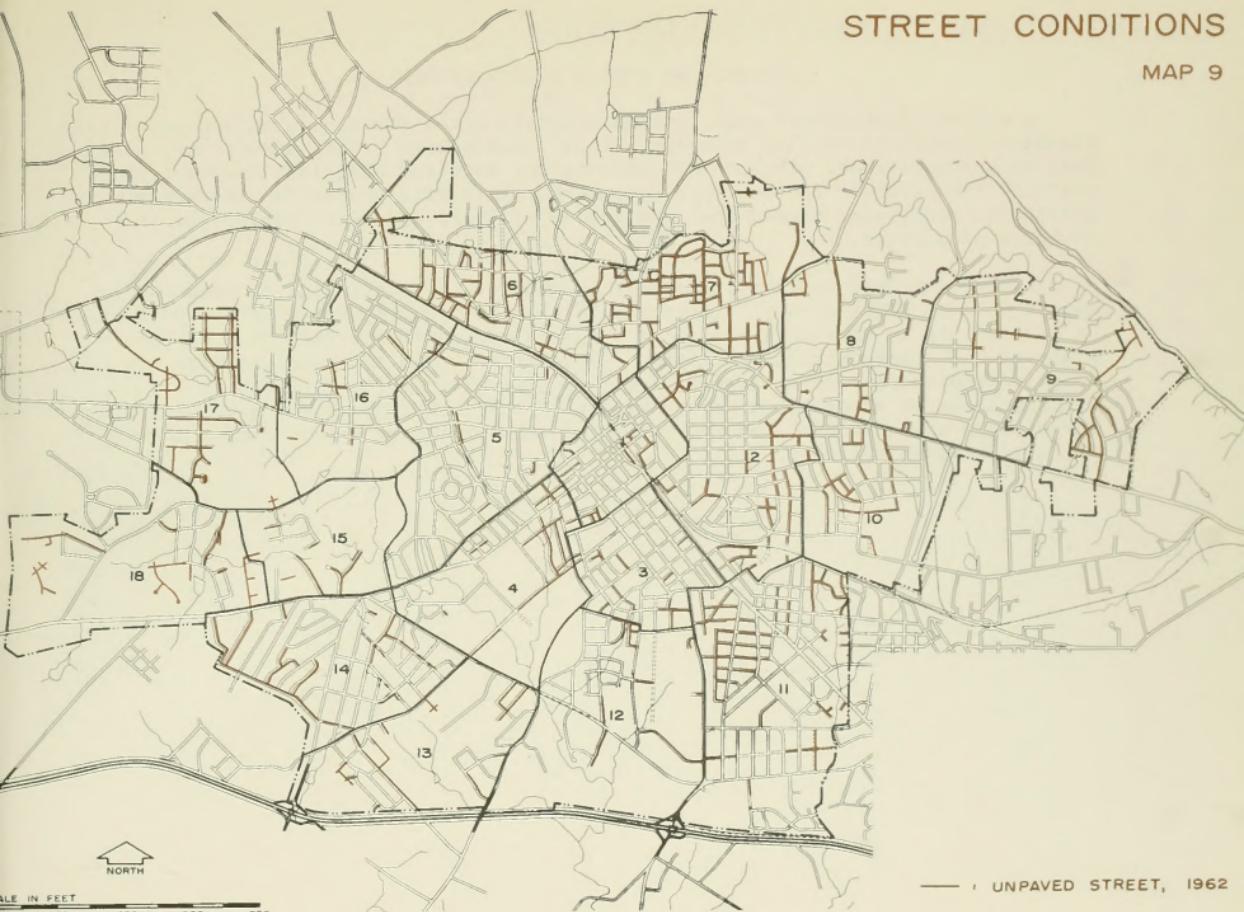
While the majority of these streets has existed for years, those in the western part of the city are of recent construction and will probably be paved as soon as the subdivisions are completed. Neighborhoods with at least 30 percent of their streets unpaved include 6, 7, 12, 13, 15, 17 and 18.

The standard residential street in Burlington is 35 feet wide with a 6" crushed stone base capped by an inch and a half of asphalt. Concrete curb and gutter is required on both sides.

The North Carolina State Highway Commission has responsibility for maintenance of certain streets within the city, generally state numbered routes. The remainder of the public streets are the responsibility of the Street Division of the Burlington Public Works Department.

# STREET CONDITIONS

MAP 9



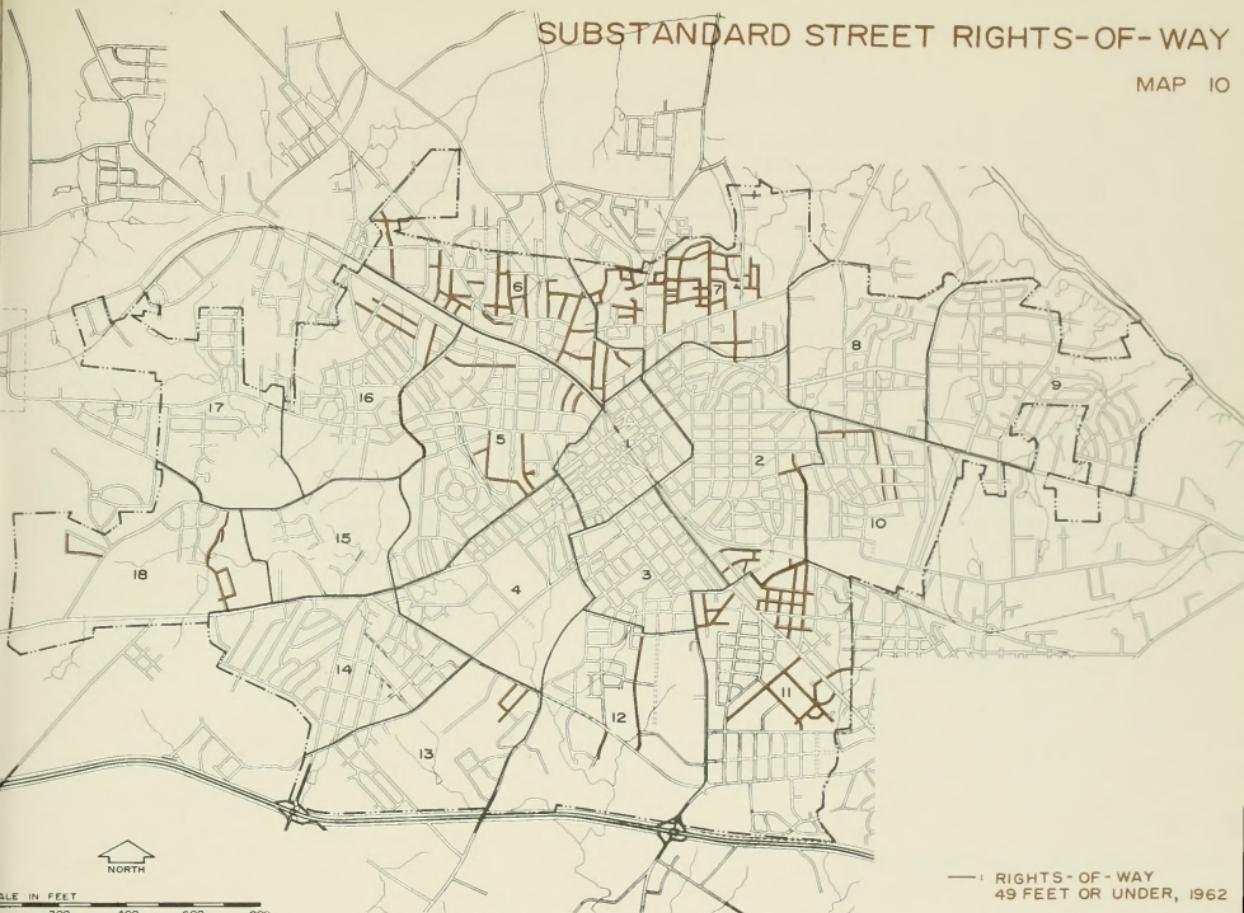
## SUBSTANDARD STREET RIGHTS-OF-WAY

A street right-of-way must provide adequate space for vehicular and pedestrian roadways as well as utility easement strips. Inadequate rights-of-way obviously lead to narrow streets without the capacity for safe and efficient movement of traffic. The problem becomes more pronounced as traffic congestion increases, leading to annoyance, hazard and frustration of users and often hazard for the abutting properties.

A new, standard residential street in the City of Burlington is required to have a 60 foot right-of-way. Thoroughfare streets require widths up to 100 feet. It is possible to construct a minimum standard residential street on a 50 foot right-of-way. Recognizing the latter figure, the map on the opposite page was compiled indicating street rights-of-way 49 feet wide or less. There is a concentration of substandard street rights-of-way in Neighborhoods 6, 7, and 11. These three areas account for two-thirds of the total city street rights-of-way 49 feet in width and less.

# SUBSTANDARD STREET RIGHTS-OF-WAY

MAP 10



## PEDESTRIAN ACCIDENTS

The number of accidents occurring in a neighborhood or planning district does not, in itself, indicate that an area is blighted or has slum conditions. However, it could indicate evidence of unsatisfactory street conditions and when considered in conjunction with other information they reflect an inadequate environment.

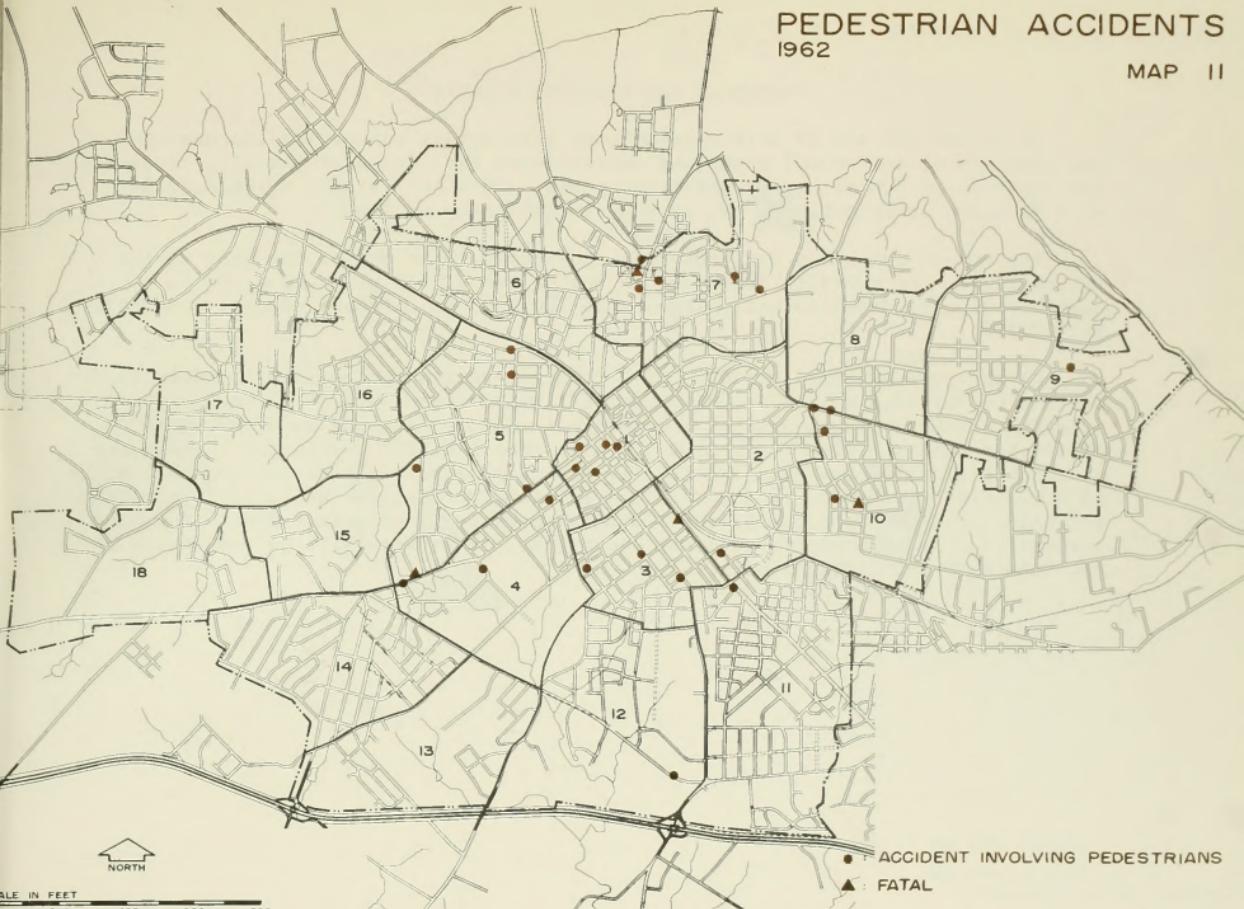
During 1962, there were 32 pedestrian accidents in Burlington, four of which resulted in the death of the pedestrian. As the map on the opposite page shows, the greatest number of accidents occurred either in the downtown area (Neighborhood 1) or along the major thoroughfares.

It may be assumed that the incidence of pedestrian accidents within the neighborhood reflects an inadequate separation of vehicular from pedestrian traffic. Another factor which contributes to high pedestrian accident rates is the absence of convenient recreation areas for children which may encourage them to play in the streets.

Pedestrian accidents may reflect heavy traffic volumes, inadequate separation of different modes of travel, or a poor arrangement of land uses.

# PEDESTRIAN ACCIDENTS 1962

MAP II



## SCHOOLS AND RECREATION AREAS

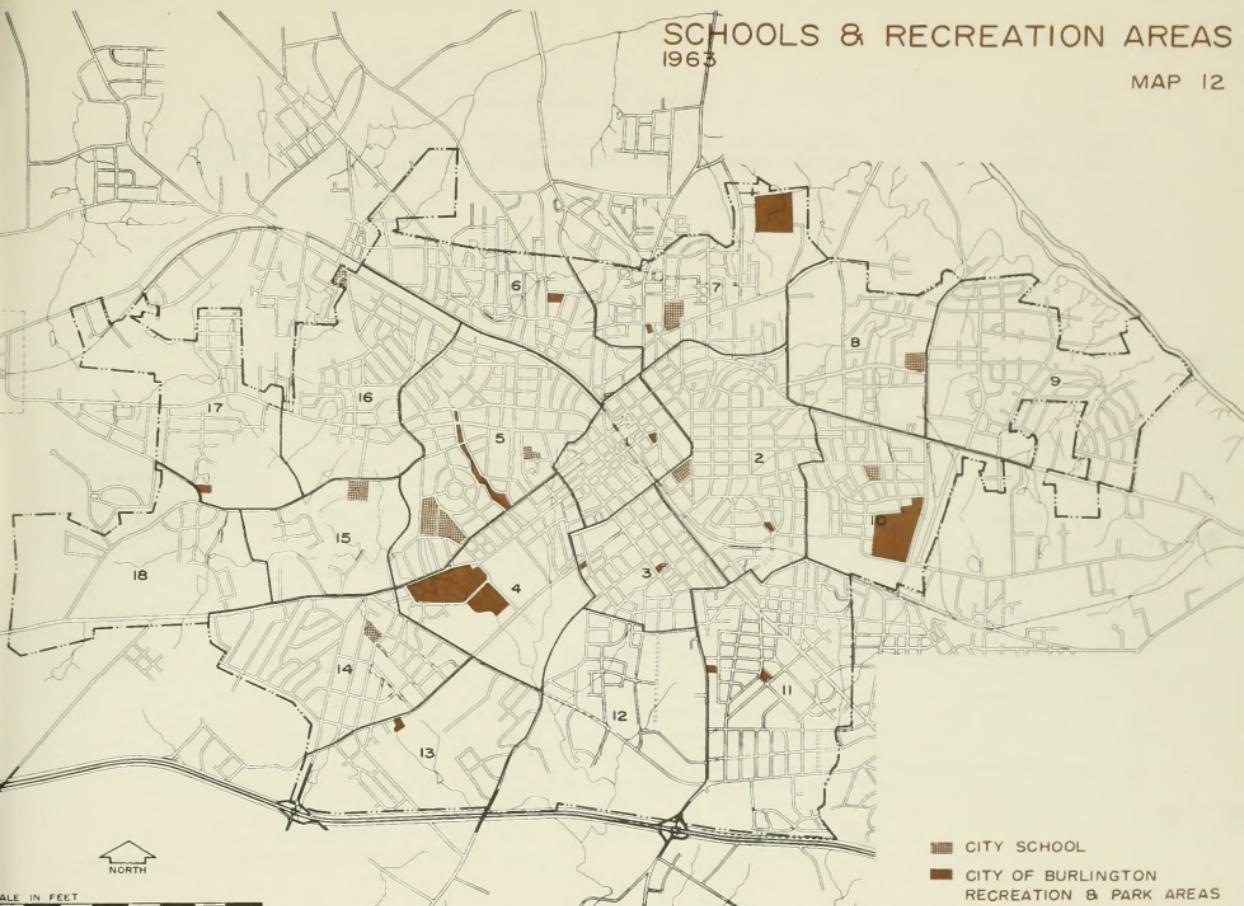
It is not the aim of this report to go into detail concerning the quality and adequacy of the school plant and recreational facilities of the city. Rather, the location of school, parks and playgrounds within the various neighborhoods will be shown graphically by Map 12 and statistically in Table 3.

The school system in Burlington is considered to be one of the best in the entire state. An overall indication of the entire school plant is given in Table 3. A more detailed analysis will be included in a future report, COMMUNITY FACILITIES.

At the present time, the City of Burlington Recreation Department administers 131.7 acres of land within the city limits. This falls short of the commonly accepted standard of one acre of recreation land for every one hundred people. This means that the City would need 350 acres for its 1962 population. There are an additional 110 acres outside the city limits adjacent to Lake Burlington. About 65 acres are developed. In general, the existing recreation facilities are being utilized in an active and well-coordinated recreational program. There is a need, however, for additional recreational facilities. This also will be considered in the COMMUNITY FACILITIES report.

SCHOOLS & RECREATION AREAS  
1963

MAP 12



BURLINGTON CITY SCHOOLS - TABLE 3

Planning District	School	Enrollment 1962-63	No. of Classrooms	Grades Taught	No. of Teachers	Site Size in Acres	Age of Building (Year Built)	Pupils per Classroom	Condition of Building
2	Broad Street Jr. High	1037	45	7-9	41	14	1911, 1924, 1940	25	Good
3	Maple Avenue	423	18	1-6	15	3	1930	28	Good
5	Hillcrest Walter M. Williams H.S.	758 1353	26 59	1-6 10-12	27 52	4 26	1932 1950, 1955, 1959	29 26	Good Excellent
6	Elmira Fisher Street	359 513	13 18	1-6	12 19	3 2½	1926, 1938, 1948, 1960 1930	30 28	Fair Good
7	J.F. Gunn Jordon Sellars Jr. High Jordon Sellars High	927 334 399	32 35	1-6 7-9 10-12	32 28	10	1941, 1948 1954, 1960	29 26	Good Excellent Excellent
8	Eastlawn	676	24	1-6	22	20½	1956	30	Excellent
10	Glenhope	339	12	1-6	12	5	1926, 1948	28	Good
11	Forest Hill	379	15	1-6	13	3	1926, 1937, 1948, 1955	29	Good
14	Grove Park	700	24	1-6	23	18	1957	27	Excellent
15	Turrentine Jr. High	908	41	7-9	37	20	1960	24	Excellent
16	Glen Raven	250	8	1-6	7	2	1939, 1959, 1963	35	Good

Source: Burlington City Schools Maintenance Department

## BURLINGTON RECREATION AND PARK AREAS - TABLE 1

Planning District	Name of Area	Site in Acres	Types of Facilities
1	Eva Barker Playground	1.2	Playground apparatus, wading pool, band stand, game facilities
2	Dothan Park	1.3	Cleared but undeveloped
3	Maple Avenue School Playground	1.4	Playground apparatus, ballfield, basketball courts, game facilities
	Morrow Town Playground	0.5	Playground apparatus, game facilities
4	City Park	38.3	Playground apparatus, swimming and wading pools, amusement area, tennis courts, baseball field, picnic facilities, council ring, outdoor stage, museum
	Landfill Area	17.6	Softball and baseball field
5	Willowbrook Park	6.5	Playground apparatus
6	Elmira School Playground	2.0	Softball field, game facilities
7	Richmond Hill Recreation Center	0.66	Playground apparatus, basketball court, Recreation Center Building, badminton-volleyball court
	North Park	25.0	Playground apparatus, swimming and wading pool, amusement area, tennis courts, athletic field, picnic facilities, dance pavilion
10	Fairchild Park	30.4	Playground apparatus, professional baseball stadium, three athletic fields, tennis courts, picnic facilities
11	Petersburg Playground	0.7	Playground apparatus, game facilities
	Forest Hills School Playground	1.7	Game facilities, baseball field, basketball court
13	St. Johns Church Playground	2.0	Playground apparatus, baseball field, game facilities
17	Edgewood Church Playground	2.5	Playground apparatus, baseball field, game facilities

Source: Burlington Department of Recreation and Parks

## SUMMARY OF ENVIRONMENTAL CHARACTERISTICS

Neighborhood	% of Pop.	Major Fires #	Major Fires %	Unpaved Streets Miles	Unpaved Streets %	Substandard Street Right-of-ways Miles	Substandard Street Right-of-ways %	Pedestrian Accidents #	Pedestrian Accidents %
1	3.5	2	8.3	0.4	0.8	-0-	-0-	5	15.6
2	11.7	5	20.8	3.4	7.6	1.2	5.2	1.5	4.7
3	7.0	2	8.3	0.9	2.0	-0-	-0-	3.5	10.9
4	3.5	1	4.2	1.8	4.0	-0-	-0-	3.5	10.9
5	10.8	2	8.3	0.7	1.6	1.8	7.7	4.5	14.0
6	6.8	6	25.0	4.3	9.7	4.9	21.0	-0-	-0-
7	9.6	3	12.5	7.0	15.8	6.0	25.8	6	18.7
8	3.7	1	4.2	1.9	4.3	-0-	-0-	1	3.1
9	7.6	1	4.2	2.5	5.7	-0-	-0-	1	3.1
10	5.0	0	-	2.1	4.7	1.2	5.2	4	12.8
11	9.5	1	4.2	3.9	8.6	4.5	19.3	1	3.1
12	3.3	0	-	1.4	3.1	0.8	3.4	1	3.1
13	2.4	0	-	2.3	5.2	0.5	2.1	0	-
14	5.1	0	-	2.7	6.1	-0-	-0-	0	-
15	0.8	0	-	0.9	2.0	-0-	-0-	0	-
16	6.3	0	-	0.9	2.0	1.1	4.7	0	-
17	1.2	0	-	4.8	10.8	-0-	-0-	0	-
18	2.2	0	-	2.6	5.8	1.3	5.6	0	-
		24	100.0	44.5	100.0	23.3	100.0	32.0	100.0

# SOCIAL - ECONOMIC CONDITIONS

AVERAGE RESIDENTIAL RENT

MAJOR CRIMES - BY RESIDENCE OF OFFENDER

MAJOR CRIMES - BY PLACE OF CRIME

JUVENILE DELINQUENCY

NEEDY AND PUBLIC ASSISTANCE CASES

TUBERCULOSIS

INFANT MORTALITY

ILLEGITIMATE BIRTHS

VENEREAL DISEASE

## AVERAGE RESIDENTIAL RENT

There were no data available from the 1960 Census which would enable a map or table to be prepared showing average residential rents for the various neighborhoods in Burlington. However, various rental agencies were consulted and the information obtained was plotted on the generalized rental map shown on the opposite page.

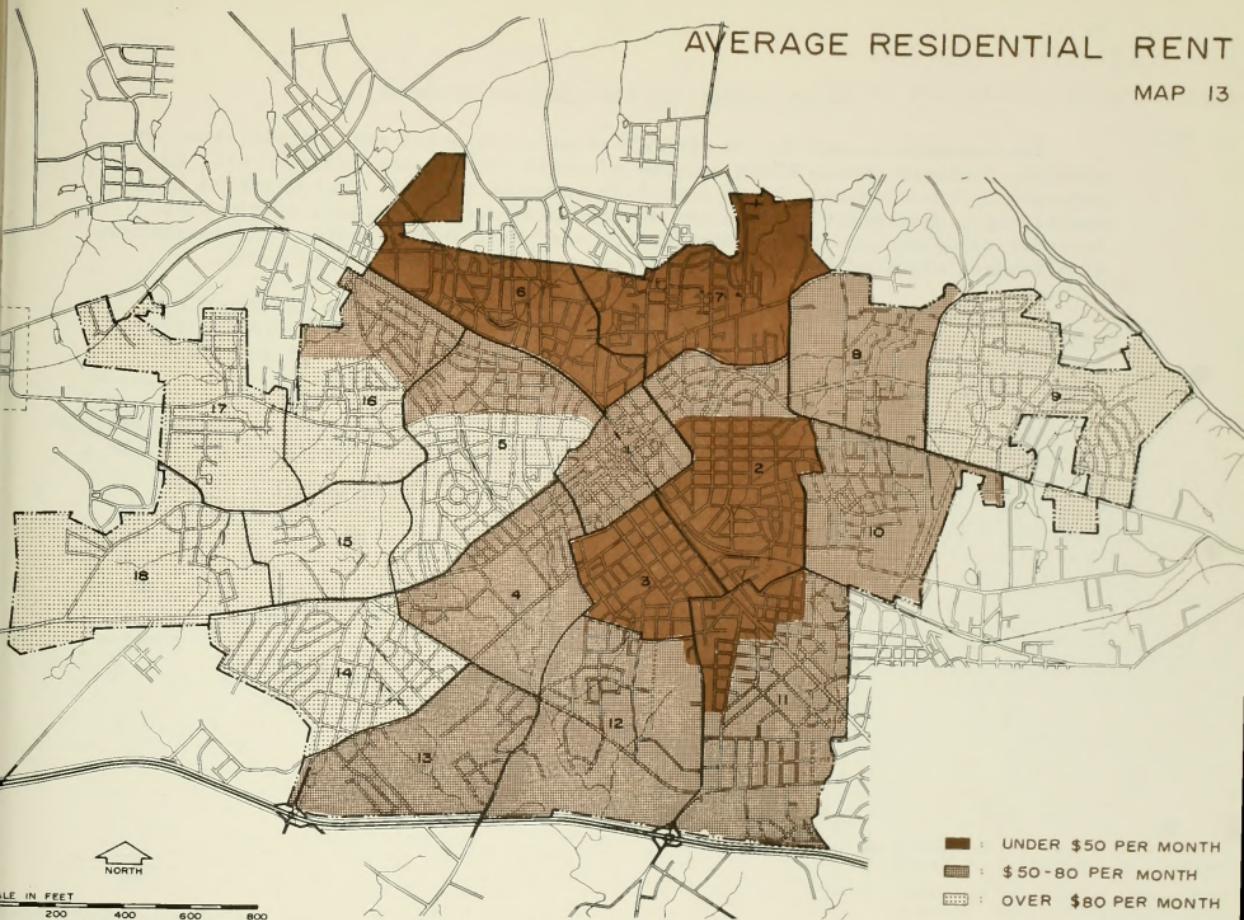
The average monthly rent figures are interesting in that they reflect in part the economic character of the area. The map shows average rental levels if units were available. The range of rents runs from approximately \$10 per week in Neighborhood 7 to a high of \$120 per month in Neighborhood 18.

It is safe to assume that the amount of rent one pays is a rough indication of one's income. Therefore, areas having higher rents tend to have residents with higher incomes living in better housing. Low rents, on the other hand, often indicate a poorer quality of construction and the absence of facilities usually found in better housing (as indoor plumbing).

In reviewing this map the reader is reminded that only average monthly rents are shown. Each neighborhood will undoubtedly have many homes either above or below the average rent for that neighborhood.

# AVERAGE RESIDENTIAL RENT

MAP 13



■ : UNDER \$50 PER MONTH

■ : \$50-80 PER MONTH

■ : OVER \$80 PER MONTH

## MAJOR CRIMES (BY RESIDENCE OF OFFENDER)

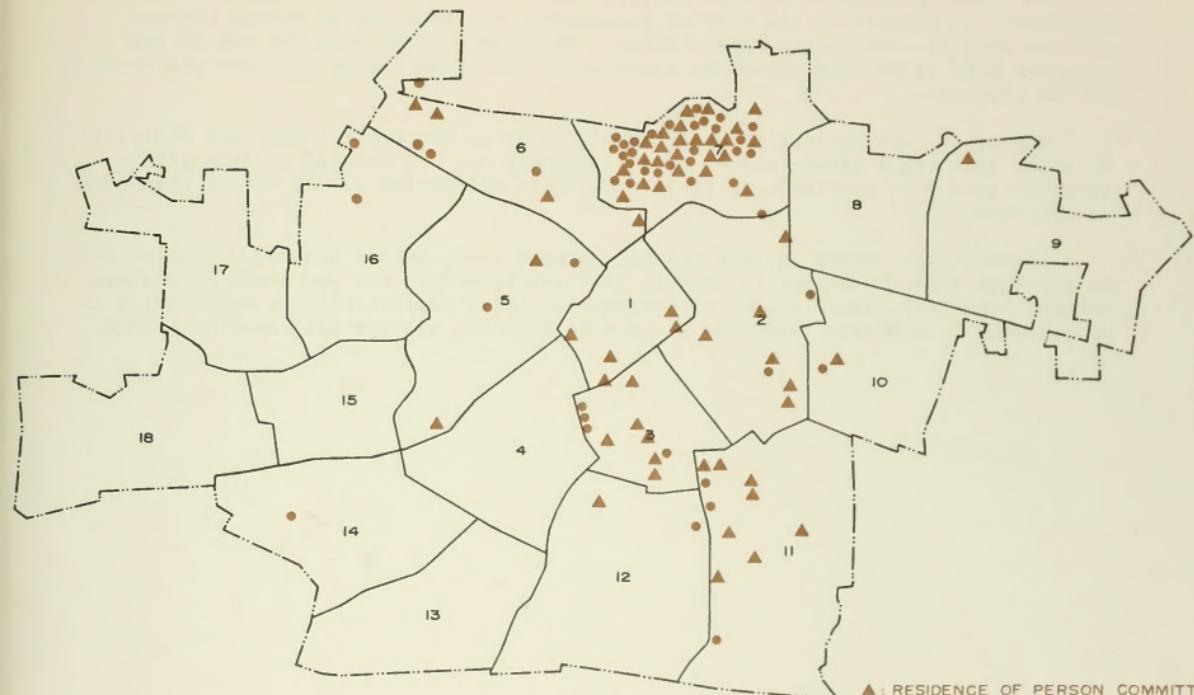
The unresolved question of whether slums or blighted areas breed crime or whether criminals create slums because of their anti-social behavior will not be answered by this report. It is generally accepted, however, that blighted areas contribute a disproportionate share of the total social problems of the city. In order to determine if this observation was valid in Burlington, the residences of offenders arrested for major crimes were plotted on the opposite map.

A further breakdown was used on the map, "Major Crimes, by Residence of Offender," so that the residences of persons who in 1962 were apprehended for committing crimes against property (robbery, burglary, or larceny) and crimes against persons (murder, rape, or assault) were plotted separately.

While the information does not reveal why the crime occurred, it is interesting to observe that the residence of criminal offenders has a correlation with other factors which indicate the presence of blight or slums.

MAJOR CRIMES  
BY RESIDENCE OF OFFENDER

MAP 14



NORTH

SCALE IN FEET  
0 200 400 600 800

## MAJOR CRIMES (BY PLACE OF CRIME)

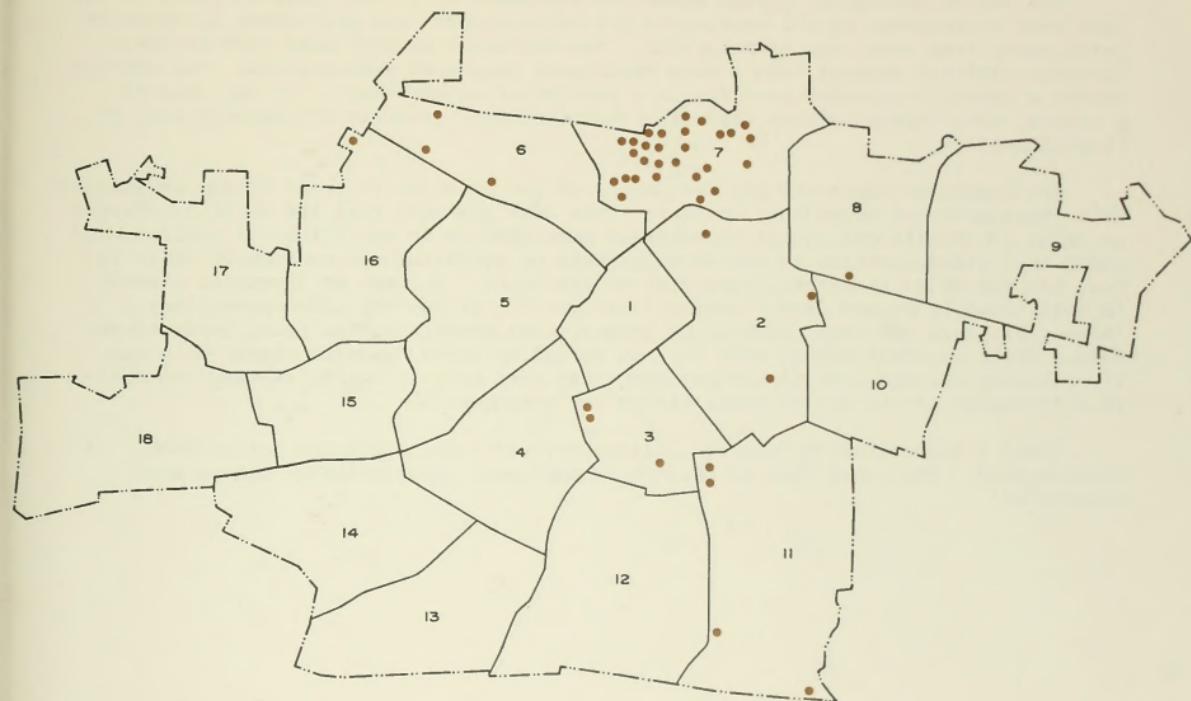
In order to obtain a further insight into the social character of the various neighborhoods comprising the city of Burlington, the location of crimes against persons were plotted on the opposite map. This map differs from the one on the previous page since this shows the location of the crime rather than the residence of the offender.

Whereas crimes against property tend to occur in the Central Business District or other high value areas, crimes against persons are not related as strongly to specific land uses and tend, in turn, to be more reflective of the social character of the area.

Although the crimes against persons include rape, murder and assault there were no apprehensions for murder or rape in 1962 and therefore the map shows only where assaults occurred. Since crimes of violence or those against persons are usually independent of specific land uses we have in this map another indicator of blight.

MAJOR CRIMES  
BY PLACE OF CRIME

MAP 15



● PLACE OF RAPE, MURDER OR  
ASSAULT IN 1962

SCALE IN FEET  
200 400 600 800



## JUVENILE DELINQUENCY

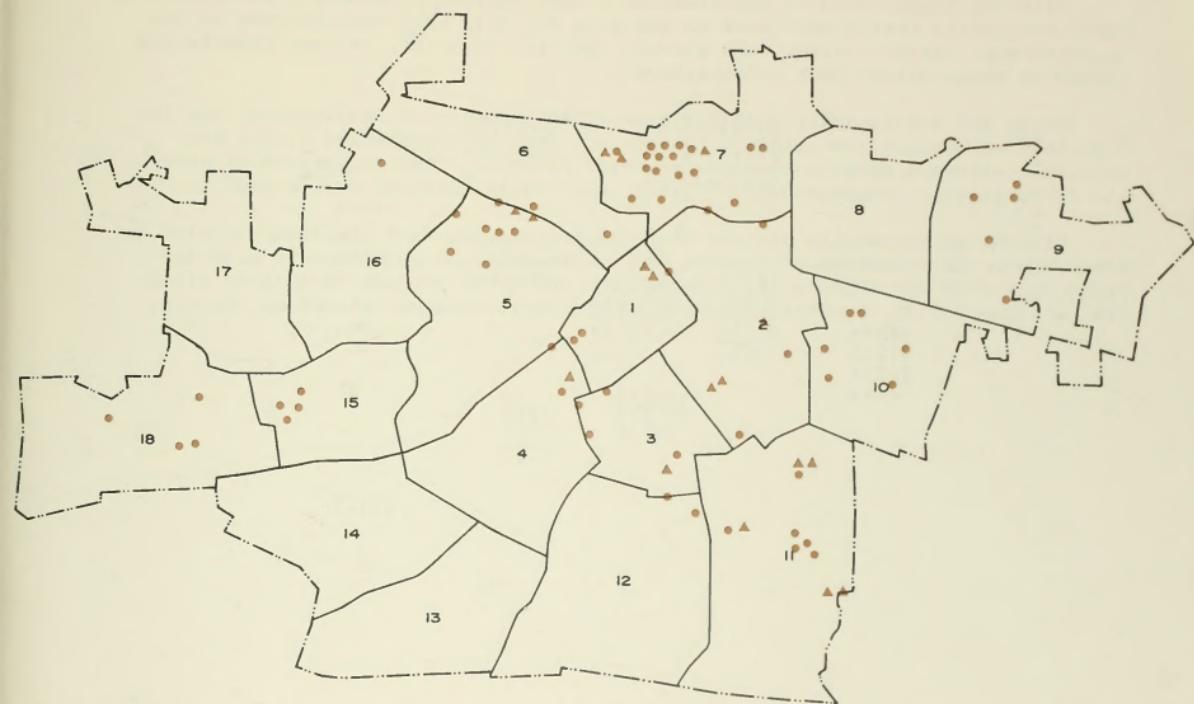
The map on the opposite page shows the residence of youths under 16 years of age that were apprehended by the Burlington Police Department and petitioned as juvenile delinquents from June 1962 to July 1963. Two different symbols were used to translate the official records into a more meaningful graphical presentation. The circles denote a juvenile offender residing in a particular neighborhood. In the case of a circle, the offense is that normally associated with juvenile delinquency such as shoplifting.

The triangles represent the residences of youths under 16 years of age petitioned with "negligent and dependent" conduct. This does not mean that the child is charged as being a juvenile delinquent although his name appears in the files. A child coming under this classification is one whose parents or guardians are considered unfit to rear him and he is therefore bound over to the court. The age of juveniles placed in this category ranged from 2 months to 16 years. It was for this reason that these cases were not considered to be juvenile delinquents in the usual sense of the term. While argument may be made for not including these "special cases" on a map for Juvenile Delinquency, it was believed that they were certainly another indication of a breakdown of the social order within the neighborhood.

Table 4 uses rates of Juvenile Delinquency per 1000 population within each neighborhood. When this type of measure is employed, the statistics become more meaningful.

JUVENILE DELINQUENCY  
JUNE 1962 - JULY 1963

MAP 16



NORTH

SCALE IN FEET  
0 200 400 600 800

● = RESIDENCE OF OFFENDER  
▲ = SPECIAL CASE

## NEEDY AND PUBLIC ASSISTANCE CASES

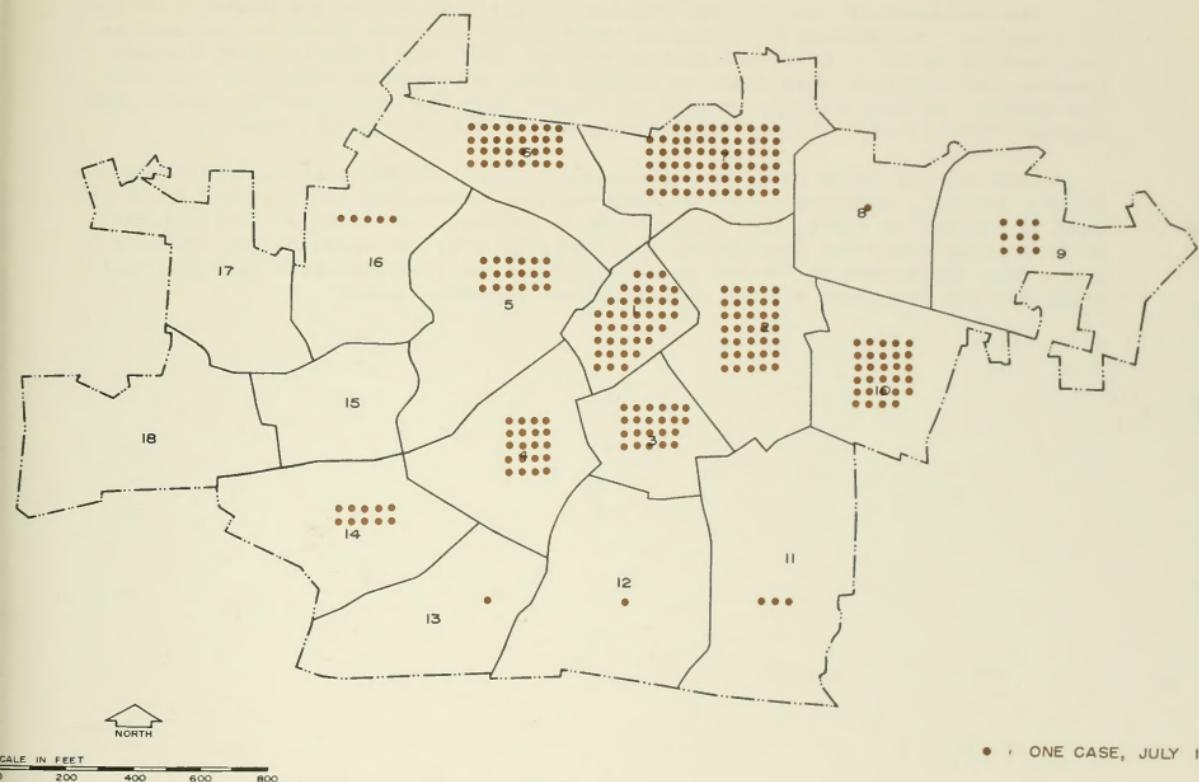
With the cooperation of the Alamance County Welfare Department, the number of needy and public assistance cases in the City for July, 1963 were plotted on the opposite map. Again, rather than showing specific location, the map reveals the number of cases within each neighborhood.

Needy and public assistance cases are those families or individuals who for a variety of reasons are unable to maintain a minimum standard of living and receive assistance from various governmental programs. The recipients of such aid in Burlington are dependent children, physically disabled or the aged.

Circumstances usually dictate that those receiving such assistance reside in areas where the standards of housing and environment are commensurate with the rents that they are able to pay. Hence, the number of welfare recipients within the neighborhood is another indicator of the socio-economic situation therein.

# NEEDY & PUBLIC ASSISTANCE CASES

MAP 17



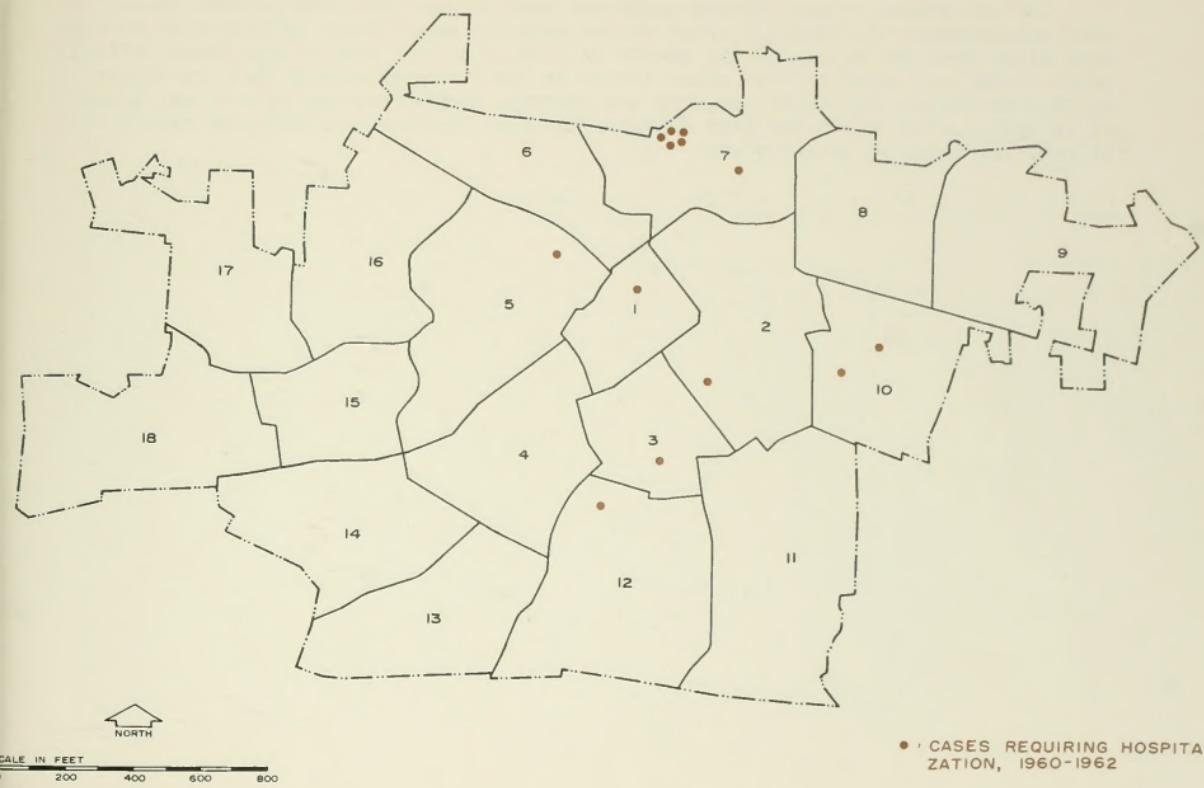
## TUBERCULOSIS

The incidence of tuberculosis reflects in part the social and economic welfare of a region. The disease is spread by the tubercle bacillus which is released by the coughing or sneezing of patients along with both direct and indirect contact. However, not everyone that comes in contact with the tubercle bacillus contracts the disease, causing medical experts to believe that the environmental, social and physical habitat of the individual are important catalysts in the process.

Tuberculosis tends to be found more frequently in blighted areas where unsatisfactory physical conditions such as overcrowding, inadequate sunlight and fresh air, lack of recreation areas, and the like are so common. The cases of tuberculosis in Burlington requiring hospitalization from 1960-1962 are shown on the opposite map. That there were so few new cases requiring hospitalization is evidence that detection and treatment are now more advanced than ever before.

# TUBERCULOSIS

MAP 18

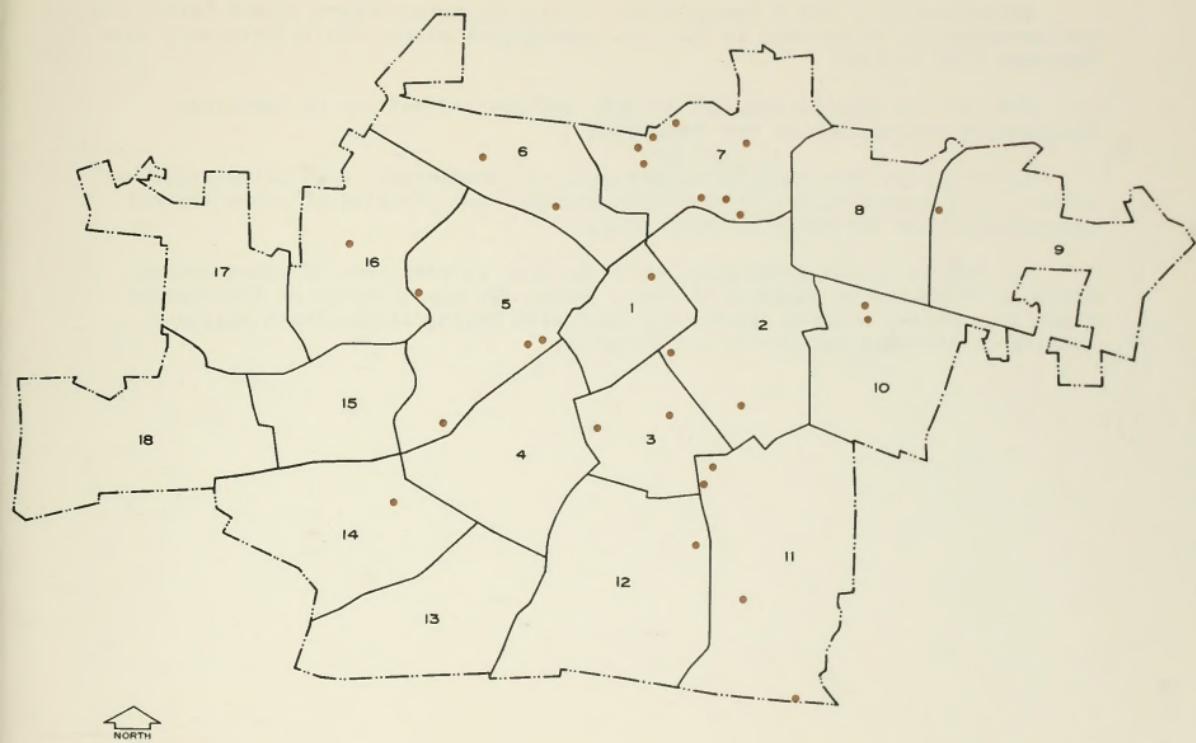


## INFANT MORTALITY

The residences of all infants under one year of age that died between January 1, 1960 and December 31, 1962 are shown on the opposite map. While neighborhood environment alone does not determine the health of a child it can have a very direct effect. Lower income and unwed mothers often living in the slum environment fail to obtain minimum pre-natal care which subjects the child to a disadvantage in survival before it is born. After birth the lack of food, adequate shelter, and clothing result in illness and death at an early age.

# INFANT MORTALITY

MAP 19



• INFANT DEATH, 1961 & 1962

SCALE IN FEET  
200 400 600 800

SOURCE: ALAMANCE COUNTY HEALTH DEPARTMENT

## ILLEGITIMATE BIRTHS

Illegitimacy is not a new problem. While the total United States birth rate has increased by 60 percent in the last twenty-five years, the illegitimacy rate has more than tripled.

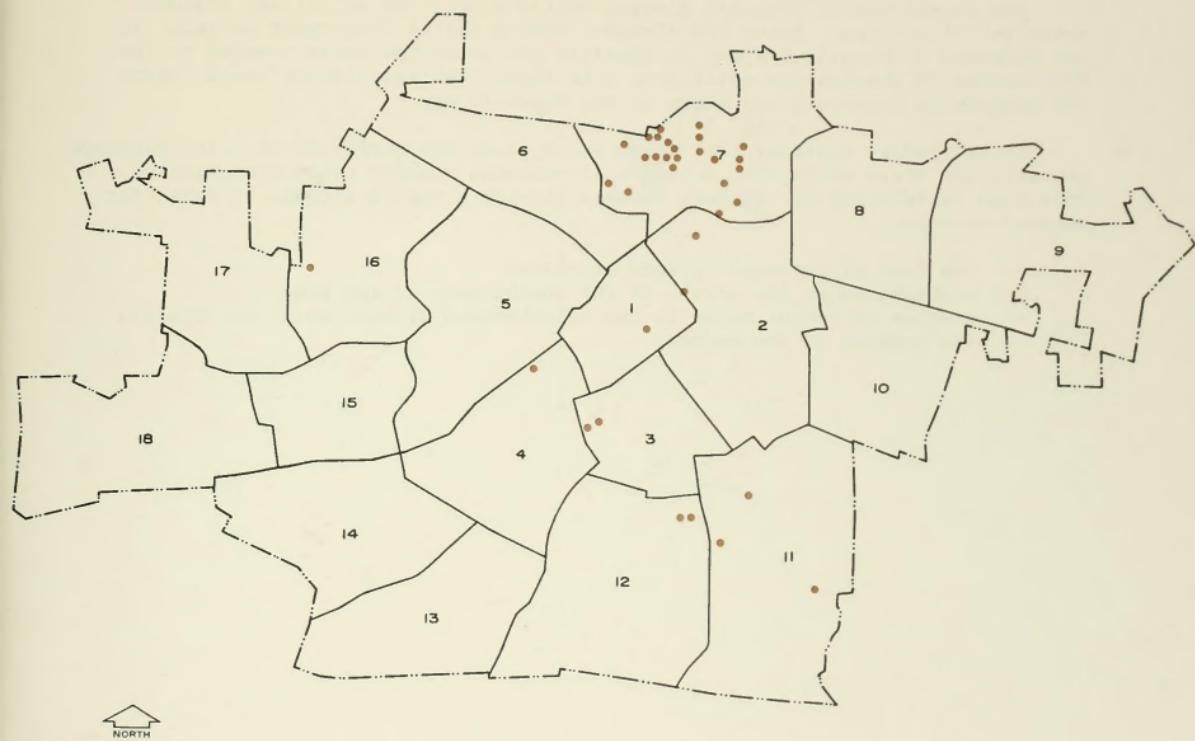
The toll is paid by society (through welfare) as well as by anguished individuals (ostracized by the community).

According to the latest available national statistics, most illegitimacies occur in our lowest social and economic groups. The luxuries of birth control are often beyond the means of these people.

The map on the opposite page shows the area of residence of women giving birth to illegitimate children in 1962. Since the map is based on information taken from County records, those city residents having illegitimate children outside of Alamance County are not recorded.

# ILLEGITIMATE BIRTHS

MAP 20



● : ILLEGITIMATE BIRTH, 1962

SCALE IN FEET  
200 400 600 800

SOURCE: ALAMANCE COUNTY HEALTH DEPARTMENT

## VENEREAL DISEASE

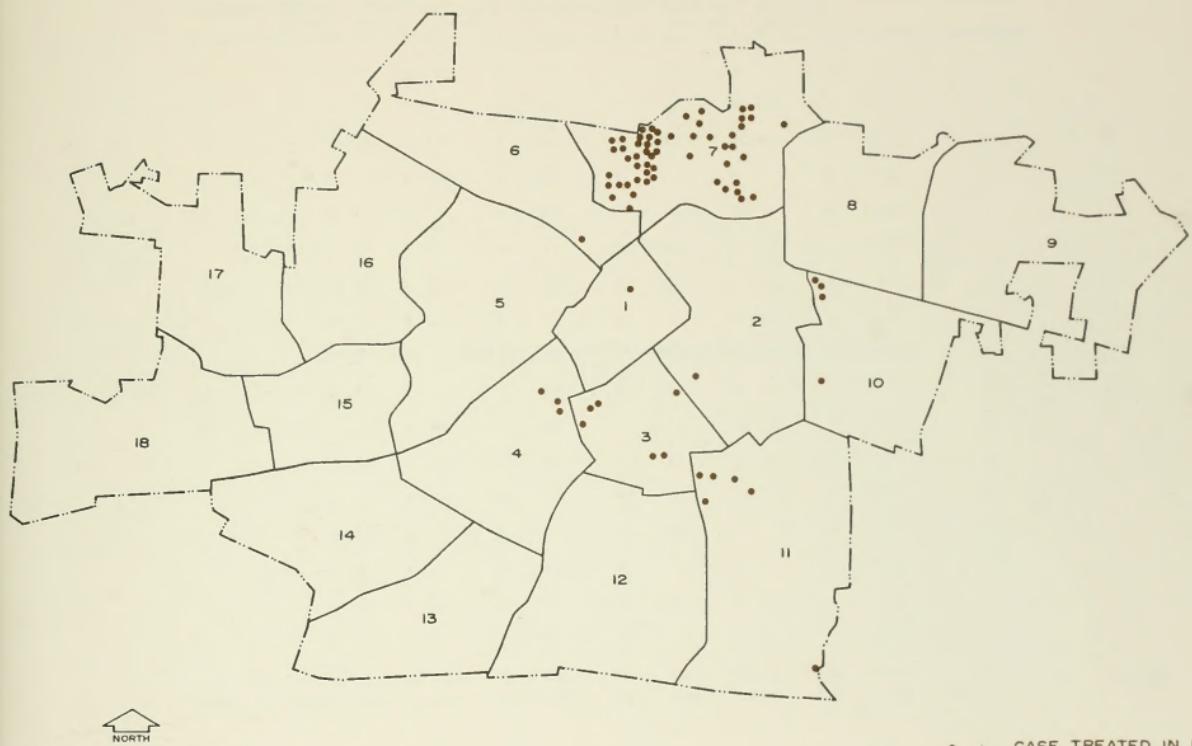
The prevalence of venereal disease reflects both the social and economic character of an area. Using the Alamance County Health Department records, it was possible to compile the map of syphilis and gonorrhea cases treated in 1962. This source of information dealt only with known venereal disease cases, hence the unreported cases are not shown on the opposite map.

It is readily apparent that those areas which are suspected of being blighted are also the areas where the incidence of venereal disease cases predominated. This high correlation of venereal disease in slum areas is thought to exist for several reasons:

- the lack of personal hygiene practices
- a breakdown in the morals of the inhabitants of the area
- absence of social mores in the neighborhood through which to regulate the conduct of the members

# VENEREAL DISEASE

MAP 21



• CASE TREATED IN 1962

SCALE IN FEET  
0 200 400 600 800

## SOCIAL CHARACTERISTICS

Neighborhood	% Population	#	Major Crimes Occurrence	%	#	Major Crimes Residence	%	#	Juvenile Delinquency	%	#	Illegitimate Births	%	#	Infant Mortality	%	#	Venereal Disease	%	#	Tuberculosis	%
1	3.5	0		5	4.7	3		4.4	1		2,9	1		3.4	1		1.3	1		7.7		
2	11.7	3	7.0	8	7.5	3		4.4	2		5.7	2		6.9	1		1.3	1		7.7		
3	7.0	3	7.0	10	9.3	3		4.4	2		5.7	2		6.9	6		7.8	1		7.7		
4	3.5	0		0				2		3.0	1		2.9	0		3		3.9	0			
5	10.8	0		4	3.7	6		9.0	0		4		13.9	0		1		7.7				
6	6.8	3	7.0	8	7.5	3		4.4	0		2		6.9	1		1.3	0					
7	9.6	28	65.0	53	49.5	19		28.4	23		65.7	8		27.6	55		71.5	6		46.0		
8	3.7	1	2.3	0				0			0		0		0		0		0		0	
9	7.6	0		1	0.9	5		7.5	0		1		3.4	0		0		0				
10	5.0	0		2	1.9	6		9.0	0		2		6.9	4		5.1	2		15.5			
11	9.5	4	9.4	11	10.3	6		9.0	3		8.5	4		13.9	6		7.8	0		7.7		
12	3.3	0		2	1.9	1		1.5	2		5.7	1		3.4	0		1					
13	2.4	0		0				0			0		0		0		0		0		0	
14	5.1	0		1	0.9	0				0		1		3.4	0		0		0			
15	0.8	0		0				4		6.0	0		0		0		0		0		0	
16	6.3	1	2.3	2	1.9	2		3.0	1		2.9	1		3.4	0		0					
17	1.2	0		0				0			0		0		0		0		0			
18	<u>2.2</u>	<u>0</u>	<u>0</u>		<u>4</u>	<u>6.0</u>	<u>0</u>		<u>0</u>		<u>0</u>		<u>0</u>		<u>0</u>		<u>0</u>		<u>0</u>		<u>0</u>	
TOTAL	100.0	43	100.0	107	100.0	67		100.0	35		100.0	29		100.0	77		100.0	13		100.0		

Part III - Analysis and Ranking of Neighborhoods

## ANALYSIS AND RANKING OF NEIGHBORHOODS

The preceding section contained an analysis of the various characteristics of blight as they applied to the neighborhoods of Burlington. In this concluding section, an attempt has been made to obtain an overall view of blight in the city. The objective was a determination of how the neighborhoods rank relative to each other in providing a satisfactory living environment. In addition, a recommendation has been made as to the type of public action or treatment required to maintain good neighborhoods at a high standard or to raise substandard areas to a higher level.

Table 4, "Burlington Neighborhood Analysis Summary," contains the neighborhood ranking as indicated by the eighteen indices of blight. Considering a particular index of blight, a neighborhood could be "best" and receive a rank of one, or anywhere down the scale to "worst" which carries a rank of eighteenth. Once all the neighborhoods were ranked for each index of blight, a weighting factor was applied to obtain a total score. In general, the structural elements were considered the most important from the point of view of physical planning since they can be guided by the plan and corrected directly by city action. It was believed that the environmental conditions also would be controlled by means of city regulation, therefore, they were assigned a relatively heavy weighting factor. The social-economic conditions, while sometimes a direct result of the physical environment, are more often symptoms that blight has occurred and are not directly controllable by the physical planner. Each of these indices was given a lesser weighting, but collectively they became a major factor in assessing blight in a neighborhood. This ranking and weight-assignment procedure is reflected in Table 4.

Each neighborhood received a number of points for each index depending on how the neighborhood ranked. The total range possible was from a low of 47 to a

TABLE 4  
BURLINGTON NEIGHBORHOOD ANALYSIS SUMMARY

maximum of 848. In general, the larger the point total for a given neighborhood, the greater is the extent of blight within the neighborhood.

Since the lowest score possible was 47 and the neighborhood which ranked first had 148, there was some indication of blight in every neighborhood. The following is a tabulation of the relative ranking of the eighteen neighborhoods:

<u>Rank</u>	<u>Neighborhood</u>
1	15
2	17
3	18
4	9
5	8
6	14
7	16
8	13
9	5
10	4
11	1
12	2
13	12
14	10
15	3
16	11
17	6
18	7

It is not enough to merely indicate what is wrong with a neighborhood or how blighted it is. For in doing so, only part of the job has been done. To make the job complete it is necessary to indicate what should be done about the blight that was found.

In general, the treatment of an area can vary from one extreme of clearance and redevelopment to simply enforcing existing codes and ordinances. Some areas are so badly blighted that it is impossible to restore them to a safe and habitable condition without clearing them of dilapidated structures and constructing new, safe and sound buildings. Areas that are basically sound do not require such severe treatment. Often the enforcement of existing city codes and ordinances and normal maintenance of public facilities will insure the continuance of a healthy environment. Between these extremes, varying degrees of blight will require the use of a variety of methods to arrest and correct the substandard conditions. In general it can be said that treatment of an area will fall into one of three categories:

- 1) clearance and redevelopment
- 2) conservation and rehabilitation
- 3) code enforcement

In any given neighborhood each of these or any combination of them might be employed to prevent or eliminate blight.

A brief description of each neighborhood is given on the following pages along with recommended renewal treatments for each area.

## NEIGHBORHOOD 1

This neighborhood, which includes the Burlington Central Business District, is bounded by Holt, Broad, Fifth, Hoke and Fisher Streets. The area, consisting of approximately 222 acres (2.5 per cent of the city total), includes a resident population of 1230 people.

There is little vacant land for future residential development within this neighborhood because of high land values. Consequently, little residential construction has occurred recently. Approximately 21 per cent of the area is now in residential use. Considering the age of these residential units, the housing conditions are fairly good.

A major factor causing this neighborhood to rank in the lower half of all of the neighborhoods is that some sections are being used for residential purposes which are exposed to the blighting influences of heavy traffic and incompatible land uses. Since the CBD has the largest concentration of vehicular and pedestrian traffic, the greatest number of pedestrian accidents occurred in this area, as might be expected. There are several areas within this neighborhood where serious blight is occurring or could rapidly begin. A very noticeable example is the large number of vacant structures downtown and along Worth Street. The neighborhood ranked last in "Needy and Public Assistance Cases," not because of the number of cases (Neighborhood 7 had more) but due to the fact that the ratio of cases to population was high as compared to the other neighborhoods.

There are generally good utility services within the neighborhood although several of the streets are as yet unpaved. While no schools are in the neighborhood proper, there are several in the immediate vicinity. The principal city government offices as well as police and fire headquarters are also located in this area. The only park site in the neighborhood is the 1.2 acre Eva Barker Playground which is owned by the city.

Because of the advanced degree of deterioration apparent in structures on the west side of Worth Street, a total clearance and redevelopment project should be undertaken for this section of Neighborhood 1. Other areas surrounding the downtown core require spot clearance and rehabilitation of various structures to bring them up to standard. The standard areas may be preserved through code enforcement. It is also recommended that a separate study be undertaken to develop a program of revitalization for the Central Business District.

## NEIGHBORHOOD 2

This neighborhood is one of the most developed areas in the city. It consists of 570 acres with 83 per cent in use, and has the greatest number of residents of all the neighborhoods (4100). The area is bounded by Queen Ann Street, Webb Avenue, Neighborhood 1, Fisher Street and Morningside Drive.

There are numerous commercial uses along Church Street in the north while industry has located along the Southern Railway to the south. Other industrial and commercial uses are scattered throughout the neighborhood causing the area to have many potential problems because of the haphazard use of the land.

The housing is in fairly good condition. However, while there are no large areas of substandard housing, there are numerous individual structures requiring a considerable amount of attention to bring them up to an acceptable quality.

Most of the 85 acres of vacant land in this neighborhood is in individual lots or relatively small parcels. Practically all of this land is suitable for residential development.

Neighborhood 2 contains the Broad Street Junior High School and the 1.3 acre Dothan Park, which is cleared but undeveloped.

Due to the presence of several blighting factors (heavy through traffic and mixed land use) in this neighborhood, a strict code enforcement program will be needed to maintain the quality of homes and non-residential properties in the area. While it does not appear to be necessary at the present time, an active conservation and rehabilitation program for sections of Neighborhood 2 may be needed in the future if housing conditions continue to deteriorate.

#### NEIGHBORHOOD 3

Situated south of the Central Business District, this most highly developed (93.7 per cent) neighborhood in Burlington has a population of 2450 people and a land area of 275 acres.

While almost completely developed, the area does not give the impression of being crowded since there is a preponderence of single family homes. Industrial and commercial uses are predominate along Tucker Street, Webb and Maple Avenues. There are 17 acres of vacant land, almost all in individual lots suitable for residential development.

The rents are low indicating less expensive housing, most of which, however, is in good condition. The area around Mebane and Sixth Streets contains a concentration of several dilapidated houses while other substandard structures are generally individual houses scattered throughout the neighborhood.

Public utilities are available to the entire area. However, several streets in the neighborhood are not paved. The Maple Avenue School and Playground along with the Morrowtown Playground are located in the area.

The neighborhood's overall rank was 15th in the city. This was principally because of its poor standing in regard to mixed land uses throughout the area and

the high incidence of socio-economic problems.

Enforcement of municipal codes should accomplish the arrest of blight. However, improvement of the small pocket of deteriorated and dilapidated housing in the Mebane-Sixth Street area will probably require redevelopment action.

#### NEIGHBORHOOD 4

Adjacent to the Central Business Area on its north and extending south to Chapel Hill Road, Neighborhood 4 contains 487 acres and a population of 1240 people. South Church Street and Tucker Street extended form the western and eastern boundaries respectively.

Only 54.6 per cent of the area is developed with 32.7 per cent of this developed land in residential use. However, much of this developed land is extensive rather than intensive in character and the neighborhood does not give the impression of being built-up. The City Recreation Park and landfill area alone account for approximately 56 acres. In addition, the city cemetery and the public works storage yard are in Neighborhood 4.

Much of the 220 acres of vacant land in the neighborhood is zoned for light industrial use. Some of this vacant land may be difficult to develop because of topographic problems, but most is suitable for industrial use. The remainder of the vacant land is generally suitable for residential development.

Over half of the residential blocks contained industrial and/or commercial uses causing this neighborhood to be ranked 18th in the classification "mixed land use." However, for the remainder of the blight-associated characteristics the neighborhood had a better showing and its resultant overall rank was 10th in the city.

The housing stock ranged from very good to dilapidated. The dilapidated housing is in the Old Alamance Road-Seventh Street area. It should be removed by redevelopment action. Code enforcement throughout the remainder of the neighborhood should be sufficient to maintain the stability of the area in the future.

#### NEIGHBORHOOD 5

Neighborhood 5 is situated to the west of the Central Business Area and bounded on the north by the Southern Railway; on the west by Tarleton Avenue, a tributary to Little Alamance Creek and O'Neal Avenue; and on the south by Church Street. This neighborhood contains 611 acres. About 86 per cent is developed with 66 per cent in residential use. The area has a population of approximately 3780 people.

Some of the finest older residences in Burlington are found in this neighborhood. The overall housing stock is generally quite good and, considering the age of many of these homes, might be termed excellent. The primary non-residential land uses are the Walter M. Williams High School, Hillcrest Elementary School, Catholic School, Willowbrook Park, the shopping area along Trollinger Street and the industrial areas along Webb Avenue and the railroad.

This neighborhood is an excellent example of an older area that has been able to hold its own through the years, but will need help in the future to maintain its high standard. Neighborhood 5 had an overall rank of 9th but the eight neighborhoods preceeding it are all of much more recent construction and, even by ranking ninth, the area is one of the soundest in the community.

There are approximately 87 acres of vacant land in the neighborhood. Most of it is in relatively small parcels which are generally suitable for residential development.

Due to the generally fine quality of the homes and provision of all community services in this area, the only recommended treatment is continued municipal code enforcement to maintain the character of the neighborhood.

#### NEIGHBORHOOD 6

The 472 acre area north of the Southern Railway and east of Rauhut and Lakeside Avenue has been designated as Neighborhood 6. There were approximately 2390 people living in this neighborhood which was 60 per cent developed in 1962.

Residential land accounted for 70 per cent of the developed area and was by far the largest user of land. The housing stock consists of numerous older homes, many of which were erected by the nearby mills, and at best can only be considered as structurally fair. Approximately 38 per cent of the houses in the neighborhood are deteriorating or dilapidated. While the area does not convey the impression of a slum, the housing in general does not present a desirable or attractive appearance. The only recreational facilities in the neighborhood are on the site of the Elmira Elementary School.

In addition to the poor housing, there is a lack of public utilities (Cadiz Street vicinity), a number of outdoor toilets, unpaved streets, sub-standard street rights-of-way, and a high incidence of major fires and crimes, all of which, when viewed in the total city perspective, caused Neighborhood 6 to be ranked as 17th out of the eighteen neighborhoods.

The present environment will certainly be detrimental to the development of the 191 acres of vacant land in the neighborhood. The analysis revealed that a major area of concern is the Cadiz Street section where housing, plumbing, and street conditions are inadequate. By the use of redevelopment in the Cadiz Street section, in conjunction with conservation and rehabilitation throughout the remainder of the

neighborhood, it should be possible to bring about the arrest of blight before it spreads throughout the surrounding neighborhoods.

#### NEIGHBORHOOD 7

Commonly referred to as "Richmond Hill" by the residents of Burlington, this neighborhood consists of 505 acres on the northern edge of the city. The area is only 56 per cent developed, but gives the impression of being overcrowded since the majority of residential uses is concentrated in several densely built-up blocks. There are 3370 people (predominately Negro) living on the 166 acres of residential land giving a net population density of 20.2 people per acre - the second highest density in the city.

This neighborhood ranked 18th in ten and 17th in four of the categories considered to be indicative of blight. While it is by far the most blighted neighborhood in the city, new homes continue to be constructed there each year. The analysis revealed that this neighborhood, which contains 9.6 per cent of the total city population and 5.7 per cent of the total city land area, accounted for:

- 28.8% of the deteriorating housing units
- 15.7% of the unpaved streets
- 28.4% of the substandard street rights-of-way
- 18.7% of the pedestrian accidents
- 12.5% of the major fires
- 65.0% of the major crime - by occurrence
- 49.5% of the major crime - by residence of the offender
- 28.4% of the juvenile delinquency
- 22.1% of the needy and public assistance cases
- 46.0% of the tuberculosis cases
- 27.6% of the infant mortality
- 65.8% of the illegitimate births
- 71.5% of the venereal disease

A further complication is that absentee landowners (both white and Negro) control much of the property in the neighborhood.

The main assets in the neighborhood are the J. F. Gunn, Jordan Sellars Jr. High, and Jordan Sellars High Schools along with the Richmond Hill Recreation Center and North Park.

The area should certainly not be written off as a loss since action can be taken to restore it. A necessary prerequisite is an effective campaign against apathy on both the part of the residents of the neighborhood and the remainder of the citizens of Burlington. Due to the extremely adverse conditions in the area (structural, environmental and socio-economical), and the diverse pattern of land ownership, the only means of upgrading most of this neighborhood is through redevelopment. Once the undesirable physical conditions have been corrected, new, more adequate housing can be erected. Hopefully the new environment, along with a social education program for the residents, will be incentive enough to convert this seriously blighted area into one of the better neighborhoods of Burlington.

#### NEIGHBORHOOD 8

Graham-Hopedale Road, East Church Street, Baldwin Road and the city limits enclose the 414 acres which compose this neighborhood. The area is almost 61 percent developed and supports a population of 1310 people. The neighborhood has about 44 percent of the developed land in residential use. Western Electric, Associated Transport Trucking, the Industrial Education Center and the Eastlawn School are the principal non-residential land uses. The housing stock is relatively new and in good condition. While the lots in the area are fairly large, thereby giving the residents some space for recreation, there are no public recreation facilities in the neighborhood.

There are 162 acres of vacant land which seem to be free of any particular developmental barriers. Some scattered vacant parcels are now zoned for non-residential uses. The majority of the vacant land lies between Beaumont Avenue and Baldwin Road north of Vaughn Road and is now zoned for residential use.

Aside from the need of public recreational facilities within the neighborhood there are no major problems. Since this neighborhood ranked high in all of the categories, its resultant rank was 5th out of the eighteen neighborhoods in the city. Enforcement of the city's codes and ordinances will enable this area to continue as one of the fine neighborhoods in Burlington.

#### NEIGHBORHOOD 9

This is the easternmost neighborhood in the city. It contains 677 acres and a population of 2660 people. The housing stock is excellent (the land-use survey did not indicate one substandard house, that is, one rated below average or dilapidated) and of fairly recent construction.

While the area is predominately residential, there are several large non-residential uses such as the Alamance County Health and Welfare Departments, the Alamance County Hospital, and the Cum-Park Shopping Center. Fortunately, these uses are concentrated either along Church Street or the Graham-Hopedale Road and are not scattered throughout the area. There are no educational or recreational facilities within this neighborhood.

The major part of the 345 acres of vacant land is suitable for development. There are areas, however, where because of the topography, drainage pattern or rock formations, development will be restricted.

The ranking of Neighborhood 9 was quite high in all of the categories and its

overall rank was fourth in the city. Additional study should be made of the future recreational needs in this neighborhood. It appears that enforcement of the city codes and ordinances will be sufficient to maintain the high quality of this neighborhood in the future.

#### NEIGHBORHOOD 10

The boundaries of Neighborhood 10, which is also located on the eastern edge of the city, are East Church Street, Piedmont Way, Queen Ann Street, the Southern Railway and the eastern city limits. As one of the older neighborhoods of Burlington, this area of 447 acres contains an amalgamation of land uses, some of which are incompatible. The population is approximately 1750 or 5 per cent of the city total.

While 83 per cent of the land is classified as in use (35 per cent of this in residential use), a great deal of the land has been developed extensively rather than intensively. The Fairchild Airport and Fairchild Park are two such examples of extensively developed land. Other non-residential uses in the neighborhood are Burlington Industries' Pioneer Plant and Transportation Division, the Cherokee Flooring Corporation and numerous industrial and commercial uses along heavily travelled Church Street. The Glenhope Elementary School is the only educational facility in the neighborhood.

The housing stock is generally fair although there are several deteriorating and dilapidated houses scattered throughout the neighborhood that could in time become the nuclei of blighted concentrations if not checked now.

Practically all of the 76 acres of vacant land is suitable for development. This vacant land is scattered in relatively small parcels throughout the neighborhood. Two of the tracts are presently zoned for industrial use while the remainder is principally zoned for residential use.

Although this neighborhood did not rank at the bottom of any one of the blight-associated categories, it did score low quite consistently and its resultant rank was 14th in the city. Recommended treatment is overall code enforcement for the entire neighborhood which should include clearance through condemnation in the few potential trouble areas. This approach should precipitate an upswing in the physical character within the neighborhood.

#### NEIGHBORHOOD 11

This neighborhood is adjacent to Graham on the west, while its other boundaries are Anthony and Race Streets, Maple Avenue and Interstate Highway Route 85. With a total of 729 acres of land (67.8 per cent developed), this is the largest neighborhood in the city. Approximately two-thirds of the developed land is used for residential purposes, accommodating a population of 3330 people.

While the preponderance of commercial establishments is located along Webb Avenue, there are also some scattered along Maple Avenue. Industrial uses are found along the railroad and in the Maple Avenue vicinity. Other non-residential uses include the Forest Hill School and Playground, the Petersburg Playground, and the Burlington Fire Department substation.

There are 235 acres of vacant land located throughout the area in relatively small parcels. Aside from a drainage corridor along the city limits there are no physical problems associated with future development of the vacant areas.

The overall housing stock is average although there are two small pockets of deteriorating and dilapidated housing units. The first is around the small lake in the northeastern section of the district while the second is in the Maple Avenue-Flushing Street vicinity (Petersburg). The recommended treatment in both cases would be redevelopment.

There are many structural and physical improvements which will need to be undertaken in order to restore the area to a more stable condition. At present, because of its low ranking in many of the blight-associated characteristics (poor housing, inadequate utilities, outdoor toilets, substandard street rights-of-way, high crime and juvenile delinquency rates, infant mortality, illegitimacy, and venereal disease cases) the neighborhood was 16th in the city. The blighting influences must be stopped and rejuvenation of the area begun by means of a comprehensive approach. In addition to the recommended redevelopment of the two pockets of substandard housing, a strict code enforcement program should be maintained which will at least prevent further blight and would help with the recovery of the area.

#### NEIGHBORHOOD 12

This is a predominately open area (34 per cent developed) on the southern edge of the city between Maple Avenue and Tucker Street. There are 1170 people residing on the 632 acres within the neighborhood.

Currently, slightly over half of the developed land (53.2 per cent) is used for residential purposes. The nucleus of a potential industrial area exists at the intersection of Tucker Street and Interstate Route 85 where the recently established Alamance Industrial Park is located. Other non-residential uses are found along Chapel Hill Road and Maple Avenue. There are no educational or public recreational facilities in the area.

The housing stock is in good condition with the exception of a small pocket of deteriorated and dilapidated houses in the Maple Avenue-Peace Lane area (Petersburg).

As shown in Table 4 and on the maps, the neighborhood ranked 13th in the city. Problems which will require attention are an adequate separation of residential and

non-residential land uses in the future development of the vacant two-thirds of the neighborhood and the flooding situation along Little Alamance Creek. The city is already attempting to correct the flooding problem and when this is accomplished the homes in the Elder Way and Foster Court area should be safe from future water damage. Recommended treatment is redevelopment of the Petersburg section and code enforcement for the remainder of the neighborhood.

#### NEIGHBORHOOD 13

This semi-rural area of 462 acres within the city limits has been designated as Neighborhood 13. Extending from Tucker to Mebane Street south of Chapel Hill Road, this area is almost one-third developed. Approximately 77 per cent of this developed land is in residential use which supports a population of 840 people.

The commercial and industrial uses which are in the area are concentrated on Chapel Hill Road. There are no educational facilities in the neighborhood and the only recreational area is the St. John's Church Playground.

The condition of the housing stock is quite good and indications point towards the area developing into one of the fine residential areas of Burlington. While the neighborhood has what is now considered inadequate utilities, the city is extending water and sewer lines which will replace the septic tank systems and outdoor toilets considered inadequate by the City Plumbing Inspector.

There are quite a few unpaved streets and several of these also have substandard rights-of-way which should be improved while the area is still undeveloped. The scoring in all of the categories was quite high and the overall rank of Neighborhood 13 was 8th in the city. The recommended treatment for the neighborhood is continued code enforcement.

#### NEIGHBORHOOD 14

There are 1780 people living in the 482 acres which comprise this neighborhood bounded by Church Street, Chapel Hill Road, and Mebane Street. The area is approximately 73 per cent developed with 68 per cent of this developed land in residential use. Although no public recreational areas are in the neighborhood, the Grove Park Elementary School is located there.

The 129 acres of vacant land are in small to medium-sized tracts throughout the area. There appear to be no development problems for this land which is primarily residential in character.

Housing conditions are good with only 2.2 per cent of the housing stock classified as either deteriorating or dilapidated. Because the area is served predominately by septic tanks, it ranked last in the inadequate utilities category. However, the city has already begun to extend the water and sewer lines into the area so that future growth may take place without sanitation or health problems. In the other blight-associated categories, this neighborhood scored high and its resulting rank was 6th out of the 18 neighborhoods. The neighborhood is recommended as a continuing code enforcement area in order to maintain its quality in the future.

#### NEIGHBORHOOD 15

This neighborhood is one of the smallest in the city, consisting of only 318 acres and a population of 220. The area is approximately 27 per cent developed, of which 60 per cent is used for residential purposes. The only other major land use in the vicinity is the Turrentine Junior High School.

The homes are predominately new, being constructed within the last few years, which in turn means new utilities, plumbing, streets, and the like. The average lot

size was found to be over 30,000 square feet.

Since it scored extremely high (1st in 13 categories) the resultant rank of this neighborhood was 1st of the 18 in the city. Continued code enforcement in the future should be sufficient for this neighborhood of fine homes to maintain its excellent character.

#### NEIGHBORHOOD 16

Neighborhood 16, covering 478 acres, is 57 per cent developed with 65 per cent being used for residential purposes. It extends from Edgemont Avenue to the Southern Railway and has a population of 2210 people. The Alamance County Memorial Hospital, Glen Raven School, industrial and commercial uses on Webb Avenue constitute the major non-residential uses in the neighborhood. There are no public recreational facilities.

The housing stock is good with many older homes in the northern section and newer houses in the southern part of the neighborhood. While the majority of homes is single family, there is a large apartment development off of Tarleton Avenue. There are approximately 204 acres of vacant land with the substantial portion located in the western part of the neighborhood. Practically all of this land will lend itself to development since the topographic features are suitable for the construction of residences.

In general, the analysis revealed that this neighborhood had no serious incidence of blight-associated factors and its resultant rank was 7th in the city. The recommended future treatment is continued code enforcement which should be adequate to preserve and maintain the quality of the neighborhood.

## NEIGHBORHOOD 17

This 509 acre area extends from N. C. Highway 100 to Edgewood Avenue and the northwestern city limits. Only 24 percent of the area is developed (this is the smallest percentage of land in use for all of the neighborhoods) with residential uses occupying 43 per cent of the land. The major non-residential use in the area is the Carolina Biological Supply Company. There are no educational facilities present and the only recreational area is the Edgewood Church Playground. Most, if not all, of the 388 acres of vacant land will ultimately be developed for residential or related uses.

The housing stock, which is entirely single family, is considered as excellent. As the new streets are paved and city water and sewer is extended into the area, this neighborhood will remain one of the best in the city. The analysis revealed that this neighborhood ranked consistently high (1st in 14 of the categories) and its resultant rank was 2nd in the city. Continued code enforcement is the only recommended treatment at this time.

## NEIGHBORHOOD 18

This westernmost neighborhood in Burlington consists of 560 acres and has a population of 770 people. Approximately 37 per cent of the land is developed, with the majority (64 per cent) in residential use. The few non-residential uses are along Church Street. There are no educational or public recreational facilities in the neighborhood. Approximately 355 acres of vacant land are scattered throughout the neighborhood and will eventually be developed for residential or related uses.

There are many streets within the new residential subdivisions which are unpaved, but will probably be surfaced upon completion of the development. Because of the overall fine quality of the area, the presence of an excellent housing supply, and

its high ranking (1st in 13 categories), the neighborhood ranked 3rd in the city. Recommended treatment is continued enforcement of the city codes and ordinances with special attention to the commercial uses along Church Street to insure the adequate separation of residential and non-residential uses in the future.

Part IV - Conclusion

## CONCLUSION

As this brief review of the neighborhoods has indicated, some symptoms of blight appear to be present in every neighborhood of the city to a greater or lesser extent. In certain neighborhoods or sections therein the blighting process has reached serious proportions. Numerous examples are contained in Neighborhoods 7, 6 and 11 which ranked 18th, 17th and 16th respectively. While these neighborhoods only contained 19.2 per cent of the total city land area and 25.9 per cent of the city population they accounted for:

52.8% of the deteriorating and dilapidated housing units  
34.2% of the unpaved streets  
62.5% of the substandard street rights-of-way  
22.0% of the pedestrian accidents  
41.6% of the major fires  
81.5% of the major crime - by occurrence  
67.3% of the major crime - by residence of offender  
41.8% of the juvenile delinquency  
34.3% of the needy and public assistance cases  
46.0% of the tuberculosis  
48.3% of the infant mortality  
74.3% of the illegitimate births  
80.5% of the venereal disease

Fortunately, in most of the remaining neighborhoods there are only relatively minor problems which can be readily corrected. However, should these "minor" problems be allowed to remain or continue unchecked the effect could indeed be more serious than the statistics quoted above.

The recommended treatment for each neighborhood is graphically presented on Map 22. Clearance and redevelopment areas are indicated for portions of Neighborhood 1 (Worth Street Area), Neighborhoods 3 and 4 (Morrow Town), Neighborhood 6

(Glen Raven), Neighborhood 7 (Richmond Hill), and Neighborhoods 11 and 12 (Petersburg). In addition, general rehabilitation and conservation areas are shown for the Central Business District, most of Neighborhood 6 and the western portion of Neighborhood 7.

Designating these areas does not imply that corrective measures are not needed for the remainder of the city. Even without a formal urban renewal project some structures should be condemned and demolished as a hazard to human life or as unfit for human habitation.

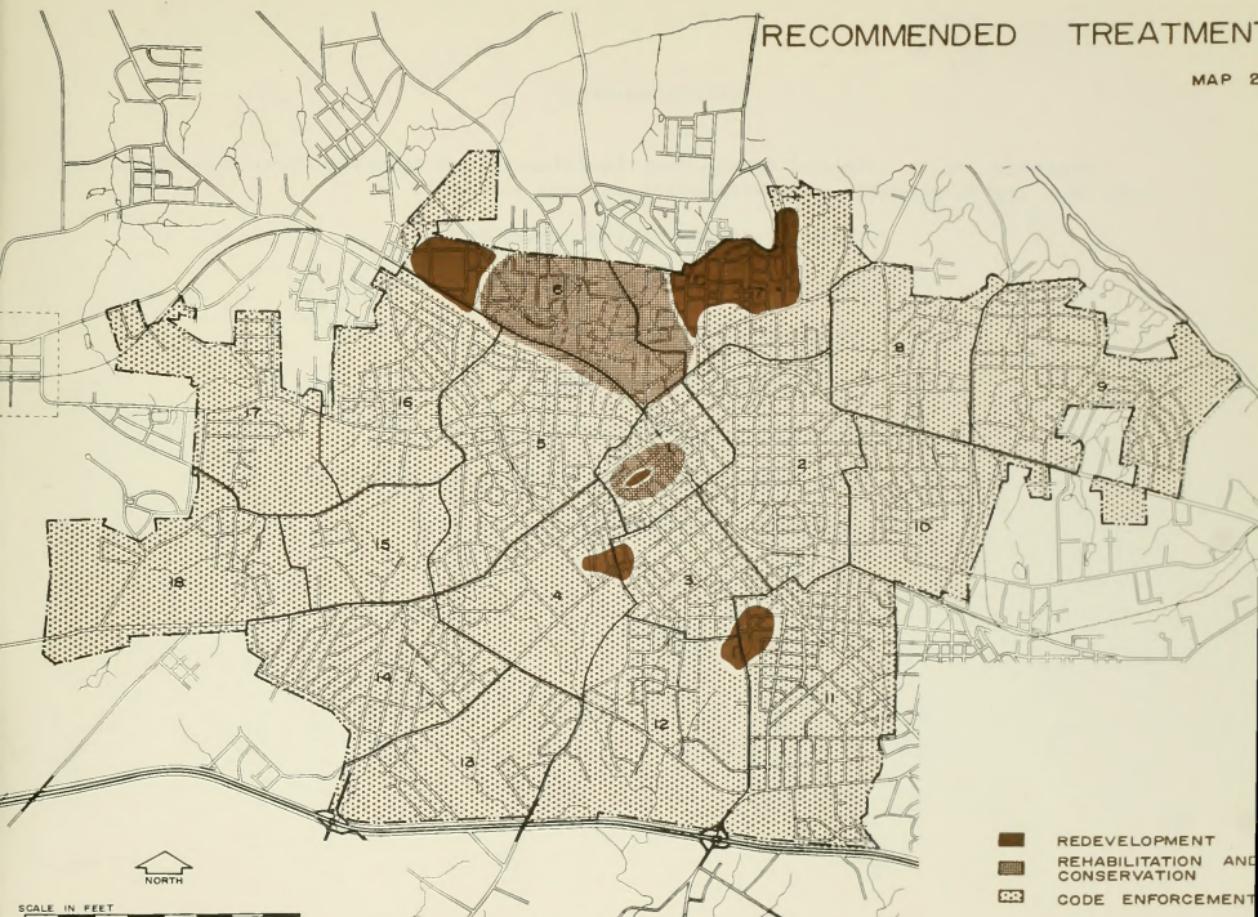
Redevelopment activity is very dramatic in its effect on a project area. In many cases it is the only satisfactory course of action to improve a severely blighted neighborhood. However, it is usually the unspectacular, but highly essential, day-to-day enforcement of the municipal codes and ordinances, through which the physical character of Burlington's neighborhoods can be maintained and improved.



RECOMMENDED

TREATMENT

MAP 2



#### ACKNOWLEDGMENTS

Appreciation is extended to the many individuals and agencies whose cooperation made this report possible. In particular we wish to thank:

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ALAMANCE COUNTY PUBLIC WELFARE DEPARTMENT

BURLINGTON POLICE DEPARTMENT

BURLINGTON FIRE DEPARTMENT

BURLINGTON ENGINEERING DEPARTMENT

BURLINGTON DEPARTMENT OF RECREATION AND PARKS

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